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SURVEY MIDMONTHLY

SURVEY ASSOCIATES INC.

Publication Office
34 North Crystal Street, East Stroudsburg, Pa.
Editorial and Business Office
112 East 19 Street, New York, N. Y.

SURVEY MIDMONTHLY—Monthly—$3 a year
SURVEY GRAPHIC—Monthly—$3 a year
SUBSCRIPTION TO BOTH—$5 a year

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JUNE 1943 CONTENTS VOL. LXXIX No. 6

Child Labor in Wartime ..... BEULAH AMIDON 163
For Those in Darkness ..... GABRIEL FARRELL 167
National Conference Facts and Figures 169
Strangers in Town ..... ZELMA PARKER 170
New Leaven for Social Agencies ..... CALLMAN RAWLEY 172
Neighborhood Planning and the Settlements ..... MARY K. SIMKHOVITCH 174
Welcome, Sailor! ..... MADELINE DANE ROSS 176
Here in Washington ..... RILLA SCHROEDER 178
The Common Welfare 179
The Social Front 181
Women Workers • Education • Among the States • War and Welfare • Group Work • Housing and Planning • SBLI • People and Things
Readers Write 189
Book Reviews 190

So They Say

• Ranters of all kinds, however noble their intentions, do nothing to improve morale.—READ BAIN, *Miami University, in American Sociological Review.*

• Two thirds of Americans at the age of sixty-five have no funds and are dependent either on relatives or on the government for support.—GEORGE LAWTON, *in Mental Hygiene.*

• The future of mankind will not be written only in our victory over others in the war. The future of mankind will be written in our firm mastery of ourselves in peace.—PAUL V. MCNUTT, *Federal Security Administrator.*

• Any organization whereby the nations who want peace will cooperate to enforce it would fall apart if the economic underpinning were unsound.—SUMNER WELLES, *Under-Secretary of State, to the New York State Chamber of Commerce.*

• America must win this war. Therefore I will work; I will save; I will sacrifice; I will endure; I will fight cheerfully and do my utmost, as if the whole struggle depended on me alone.—*From the diary of Martin Treptow, killed at Chateau Thierry in 1918.*

• You shall not find peace with folded hands.—FRED W. RIGGS, *Columbia University.*

• No one should give social courses until they have been case examined and food ordered.—*Old Age Assistance recipient in a letter to Survey Associates.*

• Most of the sins against equality in our society can be removed the moment we become discontented with the sin.—HERBERT AGAR *in Survey Graphic.*

• Compromise makes a good umbrella, but a poor roof; it is a temporary expedient, often wise in party politics, almost sure to be unwise in statesmanship. —JAMES RUSSELL LOWELL.

• I wonder sometimes soberly and in fear whether the white race is intelligent enough and adaptable enough and considerate enough to survive, or whether our childishness and our conceit and our provincialism will be purged in ghastly centuries of suffering and of learning what other races have endured.—ADA MCCORMICK, *in The Letter.*

• We cannot create individual attitudes by any save spiritual processes.—ADOLF A. BERLE, JR., *Assistant Secretary of State.*

• Every act of relief and mercy at the end of the war will help to cement a world edifice in which man may work in peace and live to use the fruits of his labor. — LEWIS L. LORWIN, *in Survey Graphic for May.*

• Education must go hand in hand with international arrangements for trade, for disarmament, for political organization. —JOHN W. STUDEBAKER, *Commissioner of Education, to the Institute of Educational Reconstruction.*

• The cure for chronic idleness can be found only in a real task which makes sense to the worker, is respected by the community, and is utterly divorced from the stigma of charity.—STUART CHASE, *in Survey Graphic for May.*

• We made a searing mistake after the first World War . . . We did not understand that wars are not over until the social tensions out of which they arise have been resolved. Hence all that we won was a twenty-year armistice.—MAX LERNER *in The New Republic.*

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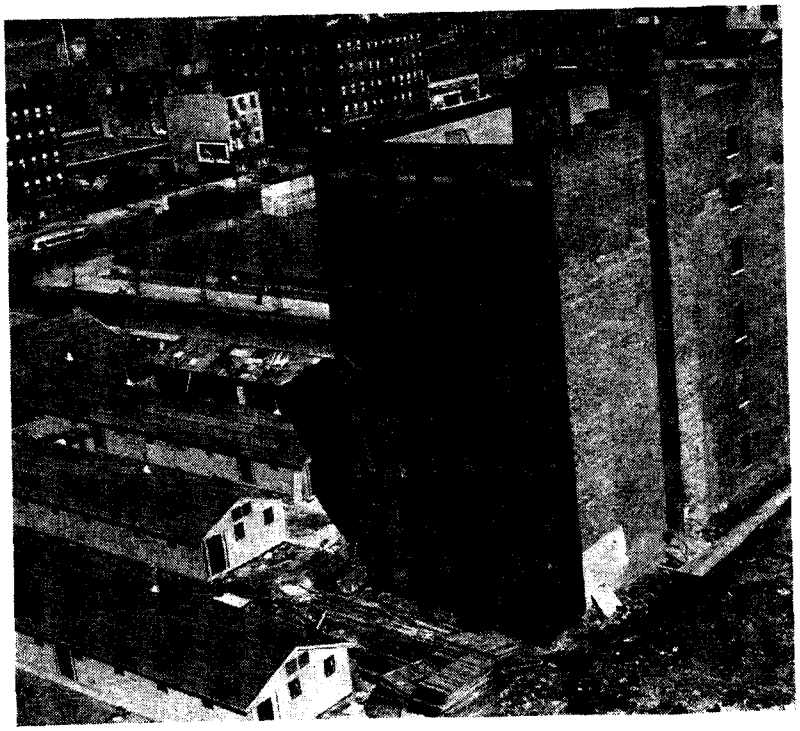
Young hostesses at Hudson Guild found that Coast Guardsmen preferred other dances to the jitterbug



One story buildings surrounded the Guild. Rear view

WELCOME, SAILOR!

The neighborhood makes a place for the Coast Guardsmen stationed in its midst. (See page 176.)

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SURVEY MIDMONTHLY

JUNE 1943

VOL. LXXIX NO. 6

Child Labor in Wartime

By BEULAH AMIDON

THE question of the use of child labor as a war measure is being widely discussed in this country. Hard pressed employers, particularly in highly seasonal employment areas such as agriculture and canning, see it as one answer to the growing manpower shortage in the face of the demand for increased production. In certain civilian fields—retail selling, delivery, entertainment, for example—employers are turning to child labor as a cheap and easy way to fill vacancies left by men drawn off by the armed forces or by essential industry. Some war industries are finding that "boy power" is more easily trained, quicker and more accurate than women or older men. Thousands of young people have left school or are clamoring to leave because they want an active part in the war effort, because they are infected with the restlessness of the times, or because of the lure of today's wages. Countering the current trend toward lower employment ages are educators, social workers, and many parents who see dangers to the oncoming generation and hence to the future of us all in the curtailment of schooling and the health hazards inherent in the lowering of hard won child labor standards.

Exact figures as to the present employment of young people do not exist. The last nationwide count of young wage earners was the 1940 census. This showed 209,347 working children of fourteen and fifteen years, and 662,967 wage earners of sixteen and seventeen. Since the 1940 census week was in late March, these figures do not show employment in several fields known to use many workers under eighteen years, notably agriculture, nor workers under fourteen. As indicated by reports to the U. S. Children's Bureau on the granting of work permits, there has been a marked increase in child labor since 1940. In citing work permit figures, it must be borne in mind that they necessarily exclude children illegally at work without permits and also employment in occupations where permits are not required. Most states do not require permits for agricultural or domestic employment; in some states permits are required only for certain specified types of work, such as manufacturing; some states require no permits for work outside school hours. Even with these reservations, the increases in new permits as shown in the accompanying charts are impressive. [See page 165.]

Rough estimates, based on sample trends, work permit reports, and other data indicate, according to the Children's Bureau, that about 2,000,000 young people fourteen through seventeen were employed in January 1943, and about 3,000,000 the preceding July, during the vacation. Of these young wage earners, according to the same estimates, about one fourth were fourteen and fifteen years of age. The employment picture includes, also, a growing number of young people leaving school for jobs; and a mounting toll of accidents to young workers.

The U. S. Office of Education reports that there had been a drop in the high school enrollment of 8.5 percent in October 1942, as compared with 1940-41. This represents a decrease of 572,000 in total high school enrollment —from 6,713,913 to 6,142,000. The decrease has affected more boys and girls, and it has been more marked in large urban communities than in smaller cities or rural communities.

THE high cost that many young people are paying for their wartime employment is cited by the National Child Labor Committee in a compilation of press reports of recent accidents to youthful wage earners, legally and illegally employed. An eleven-year-old Alabama girl suffered a heart attack as the result of overwork in the fields; a thirteen-year-old New Jersey boy lost an arm in working on a threshing machine; a sixteen-year-old Ohio boy was similarly maimed in operating a centrifugal drier in a laundry; a boy of sixteen in Connecticut was crushed cleaning the hoistway of a factory elevator; a boy of fifteen on the West Coast was fatally burned using live steam to clean a vat in a food products company; a boy of thirteen was killed in cleaning a dough-mixing machine in an Illinois bakery. It is a grim record, testifying to the hazards involved in relaxing child labor standards and in the illegal use of child labor to meet manpower shortages.

Widespread use of child labor is characteristic of a war period. In the first World War, employment of children under sixteen greatly increased, though no nationwide figures are available. The *Monthly Labor Review* in April 1921 reported that the peak was reached in 1918, and cited an increase of 174 percent in Louisville, Ky., in 1917, as compared with 1916, with a further increase of 52 percent in 1918. In Philadelphia, an increase of 82 percent in 1917 was followed by an increase of 15 percent in 1918. Employment certifications for minors of sixteen and seventeen were not required in 1917-18, and no figures as to the number of workers of these ages are available. There were

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far fewer legislative safeguards for young workers in the first World War than there are today. The first federal child labor law, which went into effect September 1, 1917, established a fourteen-year age minimum for employment in mills and factories, and a sixteen-year age minimum in mines. When this law was declared unconstitutional on June 3, 1918, the War Labor Policy Board maintained its standards for firms handling government contracts. During the first World War there was no federal regulation of the employment of minors of sixteen and seventeen, and few states had safeguards for this age group.

TODAY, under the child labor provisions of the Fair Labor Standards Act and the Walsh-Healy act, there is a sixteen-year age minimum for employment in interstate commerce industry, and for workers under government contract. Many states regulate hours and night work for minors of sixteen and seventeen years, and bar their employment in hazardous occupations. Also, under rulings of the Children's Bureau, issued under authority granted by the Fair Labor Standards Act, there is an eighteen-year age minimum for specified hazardous occupations, such as work in coal mines, in establishments handling explosives, and so on.

The most publicized use of young workers in the war emergency is in agriculture. Last year, high school and even elementary school pupils in small towns and rural areas were recruited for after-school and weekend work on nearby farms. In some communities, boys and girls were released from school, or the school term was interrupted to permit young people to help with the bumper 1942 harvest.

The growing shortage of farm labor and the crucial need to harvest big crops in 1943 will result in a greatly increased use of young workers in agriculture during the present season. In many communities plans have been under way for months for the vacation employment of school youth. The U. S. Office of Education, in cooperation with the War Manpower Commission and the Extension Service of the Department of Agriculture, has developed an organization of Victory Farm Volunteers. The program provided training of high school youth for agricultural work during the 1942-43 school year, and it will help place these students on farms during the summer vacation. The plan is being carried forward in each state under the agricultural division of the State Department of Education.

Many communities are profiting by the mistakes of 1942, when it was found that the successful use of town and city youth as farm workers called for care and planning, with special emphasis on selection, preliminary training, and supervision. Thus New York State has included an item in the Executive Budget, to be administered by the farm manpower director of the State War Council and the agricultural education division of the State Department of Education for the selection, transportation, and supervision of young workers. So far as possible, public school teachers are to be used as supervisors, preferably from the schools the young people attend. School units will be kept together, wherever that can be done, with one supervisor for every forty young people.

The 1942 experience also indicated the desirability of a minimum age limit of sixteen for boys and eighteen for girls away from home, and of keeping the young workers together, not mixing them with older men. Preparatory work with farmers who are to use young people on their farms, as resident or day workers, also proved its worth.

School authorities and youth serving agencies point to the need to discriminate between emergency vacation employment of young people on farms, and the exploitation of child workers by commercialized agriculture. That certain interests are eager to turn to their own account the movement to recruit school youth for vacation farm work already has been made clear. Last October, the House of Representatives passed a measure which would have suspended for the duration the child labor provisions of the Sugar Act, which reduce benefit payments for growers employing children under fourteen years, or children of fourteen and fifteen for more than eight hours a day. Here, under the cloak of the emergency, was an attempt to return child workers to the "factories in the fields." The National Child Labor Committee led a vigorous protest on the measure, and the bill was tabled by a Senate committee.

Wartime pressures have resulted in many other efforts to lower legal child labor standards. This year, with forty-four state legislatures in regular session, many measures have been introduced to modify laws for the protection of young wage earners. At the same time, state and federal administrators of child labor legislation, particularly those given some discretionary power under the law, have had a growing number of requests to relax established standards.

IN about a third of the state legislatures, bills were introduced this year strengthening existing child labor legislation. At this writing, with some legislatures still in session, no such measure has been enacted. On the other hand, many bills which would have weakened present standards have been defeated. Most of the relaxations enacted have been limited to the war emergency, and some have included provisions that the lower standards may go into effect only in case of acute labor shortage, or under special safeguards.

For children under sixteen, the actual lowering of standards has for the most part related to employment in agriculture and in bowling alleys. New York and New Jersey passed acts in 1942 authorizing the release from school of children fourteen years of age or over for limited periods to do farm work. This year, the New York act was extended for a year and expanded to cover work in canneries and greenhouses.

On signing the measure, the governor said it would be applied only to young people of sixteen or older. The New Jersey act was amended to extend the period during which the fifteen-day release from school may be granted. Four other states (Indiana, North Carolina, West Virginia, and Utah) passed measures authorizing the release from school of children for farm work, either individually or by classes or schools. Kansas specifically exempted for the war period agricultural, livestock, dairying, and horticultural pursuits from the provision prohibiting the employment of children under sixteen in dangerous places or occupations.

Efforts to relax standards for work in bowling alleys succeeded in Delaware, Indiana, Pennsylvania, New Mexico, Utah, and West Virginia. These states lowered the age, lengthened the work week, or relaxed night work standards for boys, and in West Virginia for girls also.

Four states (Delaware, Maryland, New Mexico, and North Carolina) also lowered employment standards for minors in occupations other than agriculture and bowling alleys. Thus, in Delaware, boys as young as twelve now may work up to midnight and as early as 5 a.m. on milk routes. North Carolina lowered its age minimum of eigh-

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teen years for employment on premises where beer is sold but not consumed to sixteen during school hours, and fourteen outside school hours.

Some of the states also modified child labor laws which chiefly affect young people of sixteen and seventeen. Most of these changes lower the minimum age for employment in dangerous occupations, relax night work standards, and increase maximum hours of work. Thus Indiana and Nebraska lowered the minimum age for truck drivers to sixteen, the former state from eighteen, the latter from twenty-one. Utah now permits girls of sixteen and over to work in smelters and also "at mines in other than underground work"—both types of employment formerly prohibited for all females.

Indiana and New Jersey lowered the night work and hours standards of their child labor laws, while Delaware, Tennessee, Maine, Connecticut, and New Hampshire amended laws relating to hours of work or night work of women and girls, or women and minors.

Some general emergency war measures enacted in the 1943 legislative sessions may affect child labor standards. New York amended its 1942 War Emergency Act by lowering from eighteen to sixteen the minimum age at which employers may obtain dispensations from restrictions in the labor law. California, Connecticut, and North Carolina adopted broad emergency acts under which it may be possible to lower standards for girls or for all minors.

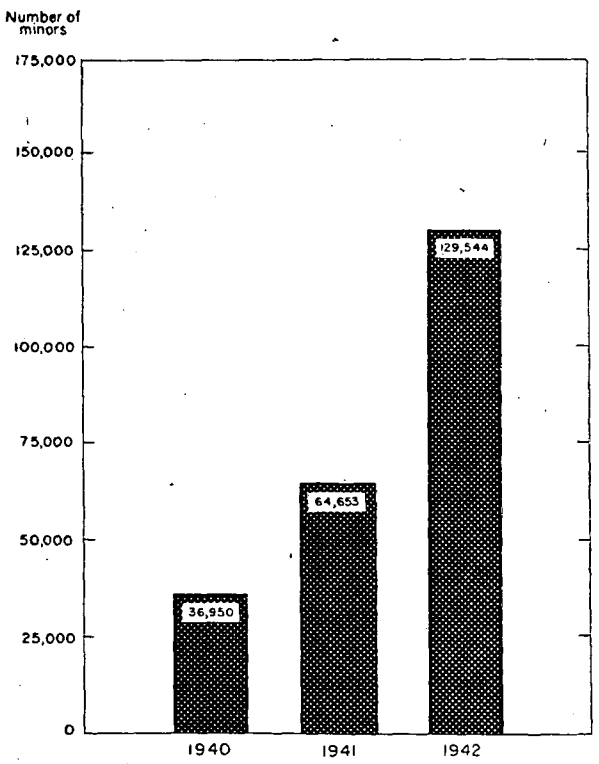
In Wisconsin, administrative action under the state child labor law now permits boys of sixteen and seventeen to be employed in hotels and restaurants outside school hours until 9 p.m., and boys of seventeen to work in track repair crews on ten specified railroads.

In addition to increasing use of young workers due to modifications of child labor standards, reports are received by the U. S. Children's Bureau and the National Child Labor Committee of widespread illegal employment of children. Thus a survey of 17,000 junior and senior high school students in four Connecticut war industry centers—Hartford, Bridgeport, New Britain, and New Haven—revealed that 4,748 of these students were employed, exclusive of those in domestic service and street trades. Of this number, over 1,000 (20 percent) were under sixteen years of age, and hence illegally employed. Children between the ages of twelve and sixteen were found working as long as sixty hours a week, while trying to continue their school work. "For example, two fourteen-year-old boys are working as countermen in a quick lunch room until 12 o'clock every night, and another boy is employed on an 11 p.m. to 7 a.m. shift, going directly to high school where he passes most of the day in sleepy silence."

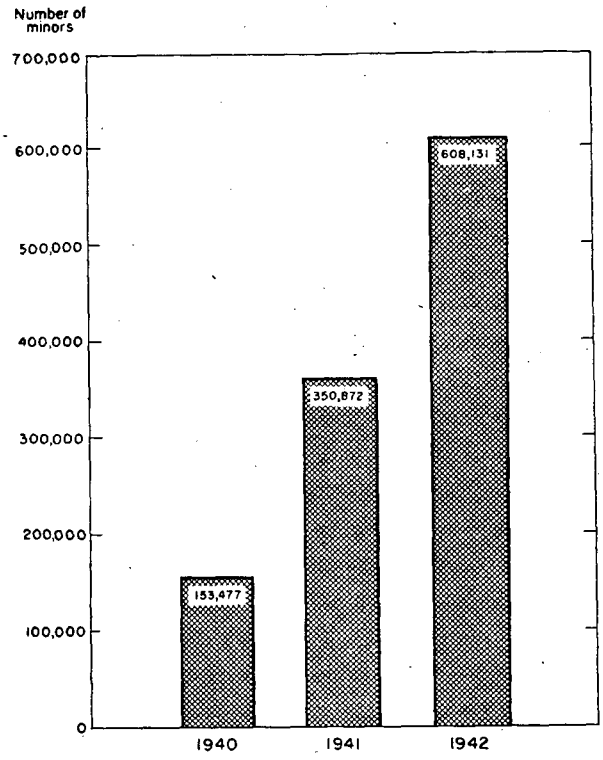
Testimony at a Board of Social Welfare inquiry in Rochester, N. Y., revealed twelve-year-old girls working long hours in commercial establishments, and other girls lying successfully about their ages to get jobs. A spokesman for the Illinois Department of Labor quoted by the Chicago *Sun*, stated:

> Violations [of the state child labor law] have been occurring in bowling alleys, retail stores and some factories. We have had requests for permits for girls as young as eleven to work as waitresses. Stores have been hiring young children to deliver groceries, sometimes early in the morning before school, and in traffic.

The war has not altered the fact that even where children are legally employed, it is usually in dead-end jobs



Number of minors 14 and 15 years of age to whom first employment or age certificates were issued for full time or part time work in comparable areas reporting to the Children's Bureau.



Number of minors 16 and 17 years of age to whom first employment or age certificates were issued for full time or part time work in comparable areas reporting to the Children's Bureau.

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which do little or nothing to impart skill, or even to develop sound working habits. Caroline E. Legg, of the Children's Bureau, writing in the May issue of *The Child*, reports a study of 683 boys and girls of fourteen and fifteen who obtained their first general work permits in Baltimore in September, October, and November 1942. Of the 683 children studied, 20 percent had quit the job for which they left school within three months. Of these 136 "shifters," at least 101 tried a second, third, or fourth job. The writer comments:

> The figures presented in this study . . . raise some questions regarding the economic value of these young workers to industry, even in an area suffering from a wartime labor shortage. Furthermore, they give strong support to the belief that full time work at fourteen and fifteen years of age may be very detrimental to the emotional and mental development of adolescent young persons and harmful to their future working careers.

Part time as well as full time employment of school children involves consideration of health and welfare. Many of these jobs mean long hours of work, which interfere with the child's education while subjecting him to excessive strain and fatigue. Thus in a midwestern high school where 2,046 boys were employed outside school hours, 257 were working at their jobs forty hours or more a week, 125 were working thirty-five to forty hours, and ninety-six were working thirty to thirty-five hours, in addition to carrying their regular school program. A Seattle, Wash., survey separated hours worked Monday through Friday from weekend work. About 20 percent of the students totaled twenty-one to more than forty hours of employment on the five school days; and many worked also on Saturday or Sunday or both.

The employment of children in bowling alleys is a problem in itself. With theaters and restaurants, the bowling alleys stand very high on the list of employers exploiting child workers to the detriment of schooling and health. Wartime labor shortages have enormously increased the use of boys in bowling alleys, particularly as pinsetters, with long hours and frequent night work. The Children's Bureau study in Baltimore showed that of 150 bowling alley employes under eighteen years of age, all but twenty-two were under sixteen. Of these boys, 87 percent had worked later than 10 p.m. on one or more school nights in the week of study; 57 percent later than 11 p.m.; 13 percent after midnight. More than one third worked six nights a week; 20 percent, seven nights. Contrary to the general impression, the work is strenuous, particularly in alleys where tenpins are used. Here a pinsetter in non-mechanized alleys must lift a sixteen-pound ball twenty times, clear away downed pins and set them up ten times in the space of fifteen minutes, the average time for one game for one player. The average player bowls two to five games at a stretch, and the usual party of several players usually play from two to four hours. Injuries to pin boys are frequent, chiefly from flying pins. Night work in bowling alleys often subjects the boys to moral hazards, especially on premises where liquor is sold. Because of the strain of the work, and the undesirable environment, employment in bowling alleys long has been the subject of special regulation in state child labor laws. In recent months there has been a determined effort by proprietors to lower these safeguards. In ten states this drive has succeeded.

In contrast to the irresponsible and sometimes illegal employer who sees children only as "cheap help," some industries are cooperating with school authorities and other community agencies to give young workers a constructive and satisfying part in the war effort, while making use of their quickness, adaptability, and enthusiasm to help relieve the manpower shortage. An outstanding example is the Lockheed Aircraft Corporation, which is employing high school boys from the Los Angeles area on a half-day shift (four hours a day in the plant, four hours in school). The young workers are selected by the schools and transported to and from work in school buses. By the end of June, Lockheed expects to have between three and four thousand of these schoolboy employes, who are carefully selected, paid a beginning wage of 60 cents an hour, and trained "on the job."

The director of industrial relations comments: "Their output equals that of a man of nineteen, twenty or twenty-one. They have proved to be much better than women. They are industrious, learn jobs rapidly, and we would be only too well pleased to get more like them." A school spokesman reports equal success from the educational standpoint: "In general, the school work is better than before they entered the program. Problem boys are being straightened out by this program. Their attendance record is remarkably high. They are doing just as well in school as before, in many cases better."

Such constructive programs are, unfortunately, the exception rather than the rule. The Lockheed experience points the way to rewarding cooperation between management and the schools in other war industry centers.

MANY agencies are awake to dangers inherent in the wartime increase in child labor. In shaping programs to meet it, a distinction is generally made between the employment of children under sixteen years of age, and the employment of young people of sixteen and seventeen. The National Child Labor Committee stresses maintenance of standards for children under sixteen, pointing out that "Most of the proposals for relaxation have come from industries which have long opposed child labor legislation." In December 1942, seven agencies of the federal government, including the War and Navy Departments, issued a statement advising against blanket suspension of state labor laws, and specifically recommending that there be "no relaxation of standards governing employment of those under sixteen years."

On January 30, the War Manpower Commission issued a statement of "basic national policy" on the employment of youth under eighteen years of age. This statement declares that "In most cases youth under eighteen can best contribute to the war program by continuing in school and, when their services are required, accepting vacation and part time employment." It emphasizes the wartime need to preserve and enforce school attendance laws and child labor standards, and sets forth in detail minimum standards for the employment of in-school and out-of-school youth between the ages of fourteen and eighteen. It is declared, as a matter of national policy, that "no one under fourteen years of age be employed full time or part time as a part of the hired labor force." Special safeguards are laid down for young people of fourteen and fifteen.

Community responsibility for establishing and maintaining essential child labor standards is emphasized in the "plan for local action to meet the wartime needs of

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our children" recently adopted by the Children's Bureau Commission on Children in Wartime. (Publication of the U. S. Children's Bureau No. 295. Price 5 cents from the superintendent of documents, Washington). The commission underscores the need in each community for a program providing continuing publicity on employment standards as to ages, hours, and working conditions for young people, and on jobs best suited to youth; counseling and placement services for boys and girls; adequate staff for prompt issuance of employment and age certificates, to prevent illegal employment of children under working age: health examinations for young people before they enter employment, to make sure they are physically fit for the job.

There is urgent need for such community action to protect the youth of the nation from overstrain, curtailed schooling, exploitation. It was voiced by President Roosevelt when he said, in his May Day proclamation:

> I call upon the people in each of our communities to renew their efforts to promote the health of children in wartime, and to take special measures in behalf of those boys and girls of high school age who are combining school with part time jobs, working during vacation, or entering full time employment, in order that their safety, health, and normal growth may be fully assured.

For Those in Darkness

By GABRIEL FARRELL

Director, Perkins Institution, Watertown, Mass.

WAR brings in its wake many afflictions but none more dreaded and more permanent than blindness. In all wars men have lost their sight, but in this war the loss will not be confined to those in the fighting forces. With equal finality blindness will fall upon bystanders in bombed cities, on workers in industrial areas. It may even come to women and children, as well as to men. It is, therefore, pertinent to ask what provision is being made or should be made to bring light to those suddenly thrust into darkness.

In comparison with other disabilities, the number blinded in battle will probably be relatively small, although greater than in the last war. In the first World War, slightly over three hundred Americans lost their sight, while in the British forces the number was a little under three thousand. But the tragedy of the loss of sight is that it is permanent and calls for long-time care. Eugene Brieux said of the war-blinded of France in the last war: "For some wounded soldiers our responsibility is over when their wounds are healed, but for the blind it only begins. . . . They need to be prepared for their new life."

If the men blinded in this war are to be prepared for a new life, there must be ready for them a carefully thought out program evolved from the understanding and experience of those who have long worked with the blind. Such a program should provide for persons who have become blinded in industry and through disease as well as for persons who have lost their sight on the battlefield. Local facilities, such as community hospitals and state agencies for the blind, can be drawn on for the care of the civilian blind, perhaps with federal reimbursement. But the federal government itself must establish a program for the care of blinded servicemen; and under legislation signed by the President March 24, this responsibility now rests with the Veterans Administration.

During the last war it was determined that the federal government should assume full responsibility for the war-blinded. This is a sound policy which should be continued.

Since men in the armed forces are serving the whole people, everyone should share in the expense of their retraining. Such a policy, moreover, would eliminate the appeals and begging for the war-blinded, which are already arising. There are organizations which would like nothing better than to have the opportunity to go before the public for support with a program for the war-injured. But a committee of the American Association of Workers for the Blind has recently passed a resolution: "That independent appeals for private financial support of services for war-disabled persons be in every way disapproved. . . ." This country is able to give the best of care to its blinded servicemen. They should not be exploited as beneficiaries of philanthropic organizations. On this point there is complete agreement among workers for the blind.

Helpful guidance of the blind calls for understanding workers. In its report of 1920, covering the experience in the last war, the U. S. Board of Vocational Education pointed out "that quantitatively the rehabilitation of the war-blinded presents a small problem. From every other point of view, however, no other form of disability seems to involve so fundamental a readjustment as blindness." It was decided then that the board must have staff members who were especially trained in this field. That principle is still valid and calls for the administration of the program for the blind by men and women who have had experience in this field. Certainly the backlog of over a hundred years work with the blind should not be overlooked. In this way the complications that arose in the last war through the use of inexperienced workers could be avoided.

Another principle important in a program for the war-blinded is the complete separation of medical care from retraining. This does not mean, however, that work for the war-blinded should wait for full recuperation from physical difficulties, for plans should be made to send trained workers into the hospitals at the earliest possible moment in an attempt to bring encouragement to those who suddenly find themselves in a darkened world.

When the time comes for retraining, it will be necessary to view realistically the chances of placement. Many past programs have failed because they were on a plane far above the intellectual attainment of the majority of the men. In the last war, 65 percent of the blinded men had little education; most of them were farmers or industrial laborers. However, the situation will probably be somewhat different in this war as the present army rates much higher in school experience, 41 percent being high school graduates as compared with 4 percent in the last war.

It will be found, too, that many men will resist retraining. Some 70 or 80 percent of the men retrained at St. Dunstan's in England after the last war never really used their training. They were content with their pensions.

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There will undoubtedly be men like the blind veteran in this country who simply would not undertake any instruction and kept saying: "I have my $157.50 a month; what more do I need?" When told that he might sometime marry and would need to earn more money, he maintained, "No, I tell my wife she has so much and she can spend no more!" One parent would not allow his son to have any retraining, saying that his pension would take care of him for life and "now all he needs is a wife."

Sir Ian Fraser of St. Dunstan's has pointed out, however, that opportunities are different now from the period following the last war. Then the only outlook for the blind was in crafts. Now there are chances for employment in industry. Indeed, some persons believe that the best form of placement for the blind of this war will be on production lines. At the present time, many openings are developing for them in war industry plants.

The Ford Motor Company, which pioneered in this field, has given various types of handicapped persons splendid opportunities to prove their ability to work and to acquire the self-respect which comes from definite constructive employment. Other corporations are becoming more liberal in their employment of the handicapped. An aviation company is employing blind workers to smooth off the burrs on bolts; another has engaged a number of blind people to sort out the rivets and small parts which have been swept up from the floor.

An interesting way in which the blind have been able to take a unique part in the war program is in splitting and sorting mica according to thicknesses. This operation had been a bottleneck in industry because the accurate gauges needed by sighted workers could not be obtained. But blind persons, with their sensitive fingers, have broken the bottleneck through their ability to distinguish the varying thicknesses accurately.

While the possibilities of factory work ought to be further explored, it must be recognized that the number of persons blinded in the war who will be able to step into such positions immediately will be limited. Men who have lost their sight in battle have undergone a tremendous shock; few have nerves strong enough to stand the din of the production line and the usual factory routine. The most disturbing factor in the adjustment of the blinded is noise. Newly-blinded persons, in their intense striving to hear in order to compensate for the loss of sight, find every sound magnified. Factory noise may be so disturbing as to cause serious upset in persons who are not fully adjusted to their loss of sight. However, in some instances it might be possible to place war-blinded persons on operations in a portion of the factory where noise is not so constant as in other parts.

It will also be advisable to explore possibilities beyond factory production lines. In fact, it is my opinion that more satisfactory and permanent placement of the blind will be found in other directions. In my experience, I have found that most blind persons work better on their own, rather than with a group. The care of vending stands, solicitation of magazine subscriptions, typewriting, the operation of ediphones or dictaphones, massage, telephone switchboard work, are possibilities that could be considered in a placement program. For persons who will want to live in the country—many will have come from farms—there could be training in modern farming and poultry raising. One of the largest poultry farms in New England is run by a blind man.

Another principle which has been found practical in the past and which should be carried over into the rehabilitation program is the policy of returning blinded men, insofar as possible, to their former trades or occupations. If they can be retrained to use their previous skills, they will have that much less to learn. It is also desirable to return them to their home communities, wherever possible. A blind person gets along better in a place where he is known. On the other hand, it is never desirable to make it easy for a group of blind people to congregate in one place, because of the risk to their independence. The blind in this country are not so numerous—hardly two in a thousand—but that they can be easily absorbed by home communities.

Having set down some principles for rehabilitating the war-blinded, let me venture to suggest a program which, I believe, should be established as soon as possible. It has four parts:

1. *Work should begin in the hospitals.* While it will not be possible to reach into every field hospital, certainly some of the larger military hospitals ought to have workers qualified to go to the men who have been blinded to help them understand that life without sight can be worth living. Perhaps a few blind people who once had sight might be commissioned to visit various hospitals for that purpose. All medical and surgical care for the treatment of eye injuries should be completed at the hospital. Along with treatment should go occupational therapy, as well as the first steps in preparing for life without sight.

2. *After the hospital, there should be centers for rehabilitation and retraining.* These could be sections of larger centers for all types of rehabilitation or they could be separate centers for the blind. In either case, the work with the blind should be under the direction of trained workers from this field of education. It would seem to me that there should be two such centers, one on the east coast and one on the west coast. They should be entirely for adjustment rather than for medical care, although provision should be made for whatever treatment may be needed after the person has left the hospital.

The rehabilitation centers should be staffed by educators of the blind, psychologists, social workers, and vocational guidance experts who know the resources both for the training and the placement of the blind. Each trainee should be introduced to braille. Not all will want to learn it, and because of the modern Talking Books for the blind it may not be essential for all to do so. Every person should also be taught to use a typewriter. Pencil writing should be developed, too, so that the men may again feel the satisfaction of being able to sign their names and to write. Some of the simpler crafts, like chair caning, primarily for the purpose of building up finger dexterity, and other crafts for the use of the larger muscles should be taught at the center. These, however, should be viewed as means of training rather than as possible vocations.

The chief aim of the centers should be to prepare a man to live in a darkened world. They should equip him with the simple skills needed to live as a blind man, and should prepare him mentally for what further training he needs or desires. For such specialized training, all available resources ought to be explored. As many schools for the blind are not filled to capacity, it might be possible to distribute two or three blind persons to each of the various schools throughout the country. Some might even be sent

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to regular colleges for higher education and professional training or to specialized schools in order to learn massage, poultry raising, teaching, music, or some other skill. Schools for the blind could give instruction in piano tuning, telephone operating, weaving, and other crafts.

3. *Following training, comes the important problem of placement.* Perhaps settlement is a better term, because it will not be possible to place all the blind in industry or in individual projects. Many will need help in finding the living spot most likely to bring them some measure of contentment. In this connection, the principle of returning men to their home communities should be a guiding factor. Actual placement work will demand workers in every part of the country or integration of the program with some existing agency, such as the U. S. Employment Service. In the latter instance, there ought to be on the staff of each office, at least in the larger cities, one or two persons who know the problems and recognize the capabilities of the blind.

If a placement program is to be effective, the government must adopt an attitude of accepting blind people in industry and in government service. Government agencies on both federal and state levels might set an example by giving employment to blind ediphone or dictaphone operators, telephone operators, and other skilled persons. Industry might be asked to absorb handicapped workers on a quota basis.

4. *An adequate program will require a division for aftercare.* This, the permanent part of the program, should continue after the emergency job of retraining the war-blinded is over. From the moment of the first placement, supervision will be in order. At the outset it should be provided by the federal program as the agency which makes the placement. Follow-up supervision, however, may be diverted to the various state agencies. The division of after-care should also have a program for follow-up physical care and, for some cases, further effort at restoration of vision. The possibility of restoration of sight should not be overlooked, for the tremendous advance that has been made since the last war in the field of ophthalmology would indicate that a considerable portion of men with eye difficulty might have their problems corrected.

The best program for the blind will not succeed unless the public assumes the right attitude toward persons without sight. The greatest handicap to the blind in this country has been the readiness of so many people to weep for them, rather than to give them an opportunity to work. There is need for American people to accept the words, which Sir Arthur Pearson said he wished were over the door of St. Dunstan's: "Nothing is here for tears." We might also heed the lines which are hung in a French school for the blind: "To pity is not to console: Only words of hope and confidence should be spoken here."

The Perkins Institution has for its motto: "Obstacles are things to be overcome." Having overcome the obstacles placed in the way of retraining and education, many of the blind seeking to take a constructive place in society stumble and fall over the obstacles which the public places in their way. We should listen to Helen Keller: "The heaviest burden on the blind is not blindness but idleness. They can be relieved of this great burden."

They can, indeed, be relieved, but relief will come only through cooperation on the part of the seeing. If the war-blinded are to be restored to the self-respecting status which is their heritage as Americans, the public must be ready to employ them and to accept them for what they have to give, rather than for what they have lost.

National Conference Facts and Figures

Biggest social work news item of the month was the cancellation of the third regional conference of the National Conference of Social Work just ten days before it was scheduled to meet in Cleveland, May 24-28. The decision to call off the conference was made by the acting president, the Rt. Rev. Msgr. Bryan J. McEntegart at the request of the Office of Defense Transportation, and was approved by the conference's executive committee. Twenty-four hours later every speaker, committee member, booth holder, associate group, and member of the conference had been notified by telegram, air mail or straight mail—testimony to the efficiency and thoroughness of Howard R. Knight, conference secretary, Jane Chandler, assistant secretary, and the conference staff.

The cancellation is not to be taken as evidence that the conference is "folding," for there is every indication that it will proceed with a positive program. Proceedings must be published, the service to state conference secretaries must continue, and some form of providing a national clearing house for the exchange of social work ideas must be found. Already the executive committee is canvassing plans for a 1944 meeting and the nominating committee is drawing up a schedule of candidates for 1945.

Officers for 1944—elected by mail—who were to be announced at the annual business meeting in Cleveland, are as follows:

President, Elizabeth Wisner, Tulane University School of Social Work, New Orleans; *vice-presidents,* Stanley P. Davies, Community Service Society, New York; Louise Cottrell, State Public Welfare Commission, Portland, Ore.; A. T. Jamison, Connie Maxwell Orphanage, Greenwood, S. C.

Members of the executive committee elected for three year terms: Leonard W. Mayo, Cleveland; Ralph G. Hurlin, Washington, D. C.; Frances Taussig, New York; Mildred Arnold, Washington, D. C.; Elizabeth Cosgrove, Washington, D. C.; Harry M. Carey, Boston; Lucy P. Carner, Chicago.

Chairmen of the five conference sections: *social case work,* Gladys Fisher, Albany, N. Y.; *social group work,* Joe R. Hoffer, Washington, D. C.; *community organization,* Irene Farnum Conrad, Houston, Tex.; *social action,* Benjamin E. Youngdahl, St. Louis; *public welfare administration,* Benjamin Glassberg, Milwaukee, Wis.

In spite of the fate of the Cleveland meeting, the conference had a big year in terms of attendance. Altogether 6,700 persons went to one or the other of the two regional meetings—4,800 at New York and 1,900 at St. Louis. In all, 263 sessions were held, including the meetings of the associate groups: 145 at New York, of which 48 were arranged by the conference and 97 by the associate groups; and 118 in St. Louis, 53 by the conference and 65 by associate groups. Thirty-eight organizations met as associate groups in New York and twenty-five in St. Louis.

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Strangers in Town

By ZELMA PARKER

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THIS is a story of the coast towns along the Pacific. Under the impetus of the war demands the colorful pageantry of the westward movement is again being enacted. To the Pacific Coast are coming people strange to this region in manner, custom, speech, appearance. Some are following the old lure of western trails. Some are attracted by high wages. Many come because this is their way to help end the war.

The community acceptance of migrant people has always been a point of conflict both to the migrant and to the townspeople. In the days of the Dust Bowlers, rejection by the community was an accepted fact. In these days of the second World War, rejection is tempered by the need for the labor of these travelers.

Coast Town is a typical small American town. It developed slowly, its growth controlled by industrial expansion. Social and communal life were insular, the town's thinking controlled by people who still find the old ways good. Class restrictions have enhanced the pattern of social rigidity. For decades, life in Coast Town was for most of its inhabitants comfortable and complacent.

April 1941. Population 23,000. A nice little American town.

December 1941. Pearl Harbor. Population 23,000. Someone had begun to build shipyards, and so started the first influx of the "strangers in town."

March 1942. Population 40,000. A man named Kaiser came to Coast Town. The townspeople began to stir.

"Well—the place could do with some expansion. Guess there'll be quite a housing problem." But that headache could be left to the federal government which already had started to build housing units.

"Anyway, the war won't last long and when it's over they'll all go back where they came from. Guess most of them are from the Middlewest—Oklahoma probably. Sure look like it."

June 1942. Population 55,000.

"Say, the boom is on, boys. Streets are sure getting crowded."

"Too bad these damn shipyard workers bring their families with them. Much easier on the town if the women and children stayed home. Creates too big a problem."

"Hear that the shows that stay open all night are filled with sleeping men. Don't have any other place to sleep. Boy, oh, boy—if you want to see something, just go down there about one o'clock in the morning. The things that go on!"

"Kind of sorry for these people though. Look like those fruit pickers we heard about during the Dust Bowl. Same states I guess. Sure look like Okies."

"The kids are funny too, poor little runts. Not very clean. Look like foreigners. Sure don't want my kids playing with them."

September 1942. Population 98,000. The public schools open to a nightmare.

"Guess the whole damn states of Oklahoma, Arkansas, and Texas arrived during the summer."

Teachers are so busy registering new pupils that regular classes cannot be held. School rooms are filled with unfamiliar looking children. Shock-headed, dressed differently, dirty, poor teeth, rickets, queer talk. There were children who could not keep awake in class.

"Ah's sorry, ma'am, but we'uns ain't got no place to sleep. Been here three weeks and cain't find a house. 'Twas my turn last night to set up in the front seat of the car."

Beyond the town limits lay a vast area of untilled fields. Trailers not in camps are banned by the city council; only the open fields could accommodate the thousands who were steadily arriving. Most of them came drawing behind their cars the only home on which they could depend. Some of these trailers were ramshackle home-built affairs and some so elaborate as to be pathetic. Roads outside the city are unpaved and winter rains render this district inaccessible. There are no sanitary facilities except a single water line. Trailers are scattered in haphazard fashion over the fields; they are overcrowded, usually housing four to six people. Occasionally an effort has been made to impart a look of hominess and stability by building a small fence around the trailer enclosing a flower garden. Children, dogs, cats, goats, cows. Oklahoma, Arkansas, Texas. Shacks built in place of trailers. Structures with four sides and a roof, no windows, a front door, sometimes a dirt floor. Structures resembling oversized doghouses with front entrances through which men crawl to sleep on pallets.

There are trailer camps within the city limits. Rent $200 a month for trailer space, and the privilege of sharing a common toilet and a washhouse. And all Coast Town said was:

"Did you hear about the fellow who went before the City Council demanding the right to bring his trailer into town? Said all the camps were filled and his wife wasn't well and he'd be damned if he would move out to Trailer Town; would take too long to get a doctor in case she got sick."

"Yeah? And what did the Council say?"

"Oh, City Council said just let him try and move his trailer in and they'd invoke the full extent of the law. If he didn't like it, let him go back where he came from."

December 1942. Population 118,000. Streets filled with pushing, hurrying humanity. For most of these people this is the biggest spending spree of their lives. Stores are doing a booming business; local merchants are waxing fat. Schools are hopelessly overcrowded with classes averaging seventy to a room. Hospitals accept emergency cases only. Appointments with dentists must be made a month in advance. At restaurants one waits a half hour for dinner.

Christmas Night, December 1942. "Peace on earth, good will toward men." But not good will to the Okies, the Arkies, and the Texans. To them the dislike that is always shown by the settled person to the interloper who disturbs the fixed pattern of existence. Intolerance and hostility are the reactions of the people of Coast Town. For suddenly the community realizes that the old patterns of their small town are gone, perhaps forever, and that the quiet peaceful days are no more. One year has gone by since the first "strangers

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in town" came to build ships on which the nation's survival depends. But the need for those ships has done little to further understanding or acceptance of the newcomers. Nor has it aroused recognition of the problems which these dislocated people face in a community not prepared to receive them and offering only antagonism and resentment.

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"Maw had a baby. Hit died." Fourteen-year-old Sally Brown flung these words at the social worker who entered the Brown's trailer. Sally's mother lay in bed, seriously ill, her face turned to the wall. The Browns were one of the families from Oklahoma living in the fields outside the city. A hospital bed had been engaged for Mrs. Brown, but two weeks before her expected confinement she felt ill and was rushed to town by her husband. At the overcrowded hospital she was kept waiting some time before a doctor could see her. After a hurried examination he sent her home with the statement that her fears were groundless. As the Brown's left the hospital they heard themselves referred to scathingly as "Okies." Mrs. Brown's nervousness increased, and when they arrived home Mr. Brown summoned a neighbor and then went in search of a doctor. When he and a doctor finally reached the trailer they found that the baby had been born but had lived only a few minutes. In anger and despair Mr. Brown resolved to remove the dead baby from the crowded quarters. Wrapping the body in a jacket he asked a neighbor to drive him to the nearest mortuary. The owner of the establishment was away and an attendant refused to accept the body. An argument ensued and once again the epithet "Okie" was flung at the harassed father. Picking up the body of his dead child, Mr. Brown continued his grim search. At his next stop, to the astonishment of the person receiving him at the mortuary, his first words were, "Howdy. I'm an Okie." The necessary arrangements were completed here. The family has returned to Oklahoma, while the shipyard continues to suffer from manpower shortage.

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"Howdy, lady—this here boy is in the third grade. We done traveled most of his life. He ain't had much schoolin'." John, aged fourteen, large for his years, was unable to read a second reader and could write his name only with difficulty in huge scrawling letters. Since he was five he had worked on ranches; his hands and shoulders were those of a man. Eager to find his place, John said, "Maybe the family will settle down this time. Looks like Pa'll have a steady job and more money than you kin shake a stick at." According to his size and grade achievement the only place to put him was in a special class popularly known as the "stumble bunnies." "After all," reasoned the school authorities, "what can we do with these children? Some of them have never been in school. Others have been out of school for years. We can't adjust curricula overnight. Perhaps the war will be over soon and all the Johns will go back to Oklahoma." So John went into the group composed of the backward strangers and the local children with low I.Q.'s. John was not lacking in intelligence, but even in this group he was at a disadvantage. Most of the "stumble bunnies" could read; John could not. John's handwriting made the class rock with laughter. Not surprisingly, John set about finding a place in the sun. His search led him down a well worn path. He became a nuisance in the classroom and was sent for a good part of each day to the office. Truancy followed, membership in a gang, delinquency, the juvenile court.

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There was the family who lived in a spotlessly clean house in one of the federal housing units. The father was asked in a casual and friendly manner, "Where do you people come from?" Turning a deep red, the man replied with shame and embarrassment in his voice, "Yes, we're from Oklahoma."

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May 1943. Population 135,000. The "strangers in town" are still arriving. The townspeople cannot be blamed for their first stunned reaction to the invasion of their quiet community by thousands of newcomers. Coast Town was totally unprepared for such an influx. No longer does one walk down quiet streets and stop to greet old friends. Now it is necessary to push a path through throngs of strangers. Men and women wearing tin hats and the signs of toil on their faces and hands. Men wearing cowboy hats. Men with piercing blue eyes and Yankee chins who look like "State of Mainers." Women whose seamed and dried skin speaks of hot Middlewest winds. People from the South, lethargic in speech and action. People from the Bronx whose accent Coast Towners can hardly understand. Negroes and Filipinos, Indians from Mexico who have never before left their native villages. The streets of Coast Town are the streets of a large city. Army trucks and Jeeps roll hastily by. Stores are thronged. Banks open at eight in the morning. The postoffice is doing an enormous business in General Delivery. Cafes and bars are multiplying. Night life is booming. Crime and delinquency are rocketing.

What of the "natives" of Coast Town? They still regard the war workers as interlopers. But there are signs of the beginning of better understanding and acceptance. As Coast Town grows in importance, as more ships move down the ways, as "that man Kaiser" talks of increased production, the townspeople are beginning to realize that they will have to make the best of a difficult situation. The leaders of the town, recognizing that more changes lie ahead, see the necessity for meeting these changes in a constructive manner. Efforts are being made by local agencies to interest women in nutrition and home nursing classes. Pre-natal clinics are being established. There are proposals for large recreation halls where children of the trailers can spend their evenings. Schools are adjusting to meet their increasing problems. The USO is developing recreational programs for war workers. Several nursery schools are under construction. Federal trailer camps with proper sanitation are being laid out; eventually these will eliminate the camps outside the city limits.

Coast Town is coming to realize that the newcomers are not a different breed of creatures to be known as Okies and Arkies, but that they are truly strangers in town, with urgent claims on hospitality and good will. Coast Town is becoming aware that its belief in American democracy means that other Americans must be treated not with tolerance but with respect. For in a country where every individual is free to be different from his neighbor, differences in speech, thought, and manners do not preclude living together in peace.

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New Leaven for Social Agencies

By CALLMAN RAWLEY

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THE organization of a community social service program may be obstructed by many non-professional forces. Often a project fails to get to first base at a board meeting because too small a proportion of the board has the conviction and professional understanding needed to carry it along; or because it runs counter to a conservative point of view about social problems; or because some board members do not care much about the nature of a project so long as it is economical and meets with the approval of others.

Many projects calling for agreement and common action among agencies must wait until certain boards catch up to others in professional understanding and social outlook, or until the actual composition of their membership is changed; or until the community chest, with final sanctioning and vetoing authority, increases its understanding; or until something happens to change the bad feeling between two or more agencies or two or more individuals. In short, there are innumerable places where a good idea can die for lack of support or be argued to death by opponents from different camps.

This actually happened to a day nursery plan in a large city. Committee members devising the plan debated for months about minute administrative details. In spite of the urgency of the war situation, the old struggle for supremacy among individuals and agencies, which had been going on for a long time behind the scenes, burst into the open and the plan became stymied. There were board members who were deeply stirred by the impasse, but they had no authority to step outside their own agencies to settle the differences of others. Even the agency executives could not agree enough among themselves to be able to act as a single force, had they been so disposed.

In the meantime, the social workers of whom working mothers were asking help were becoming more and more impatient. Under the leadership of members of the Social Service Employe's Union, they called together civic minded groups and individuals for joint action and asked the help of the labor movement. This seemed to be just what was needed to bring all dissenting parties into agreement. One labor representative at an important meeting said he wanted to know why his union was contributing $30,000 to the War Chest if nurseries were not going to be set up. The practical men present became a little alarmed. The atmosphere cleared of personal differences almost at once, and the day care program was approved.

Nobody gave the practitioners any credit for this. They themselves did not know what effect their activity had had, but nevertheless this was an example of the unique contribution which practitioners today can make. Probably what they did, no one else could have done, because no one else had the firsthand experience to enable them to interpret the need to socially responsible people in the community. No one else had the affiliation with the labor movement which could apply the dynamics of dollars in the upper councils of authority. No one else seemed to know how to get bodies of socially minded people together on behalf of a cause. No one else in social work was free of that virus of timidity which makes many well intentioned people throw up the sponge in the face of difficulty and say, "This is a bad state of affairs, but there is nothing I can do about it." As the war goes on, there will be other social needs in which the practitioners may play a similar part, using the labor movement and other active socially minded elements in the community as the long arm of their social conscience and their understanding of the social work needs of the people.

A NEW element in the control of social agencies and social planning today is the official participation of unions in the War Chest. Agency boards are already uneasy about this and are wondering what it will mean to the established structure of board management. They have before them the prospect of large donors reducing their contributions next year because of taxes, while labor increases its contributions because there are more people working with more money to give.

This should bring with it an awakening of interest in union circles in the kind of service on which their money is spent. I hope that with this they will understand that social work can be of great service to their members. And if they do not understand, I hope that our practitioners will help them. Here again, because of their affiliation with the labor movement, practitioners can make a unique contribution. They are in a better position than anyone else to understand the industrial workers' feelings about social agencies and to help them use social services with the same confidence and trust with which they now use health and recreational services.

The kind of help casework and other services can give to people today is not difficult for social workers to see. What *is* difficult is how to get across an understanding of non-relief services to people who would want to use them if they knew how these services could be of help. Most of these people are now industrial workers. Practitioners as members of a union can reach them in an atmosphere of confidence which might enable those with problems to come for help before they had become overwhelmed by a crisis. Once the community begins to use a family agency extensively as a consultation service, the agency's work might change in some part from an ameliorative to a preventative process, a change that would make casework history.

It may be that unions in their own self-interest will now claim a place for themselves on agency boards, or that if they do not, practitioners will help them understand why they should and urge them to do so. This would open the way for a new kind of staff participation, for labor members of a board would not be as apt as others to use an executive as the fountain head of professional information. Labor members would be apt to ask for the opinion of the workers, too, for as workers themselves they would respect the practitioner's individual experience and judgment. This would tend to draw staff participation in from its present peripheral position, where it is now dependent on the willingness and the capacity of the individual executive to give his workers a sense of partnership in agency planning.

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Out of such experience there might even arise a new type of executive. There is much which the board member can learn only by coming into contact with social workers who think in terms of social values rather than the values of the business world. The businessman is apt to regard that executive as good who is glib, aggressive, socially graceful, and who can prepare a businesslike budget and agenda. Such criteria of evaluation, which are not at all uncommon on boards, have put a premium on such qualities among social workers. Men have them who are appointed to executive positions, thereby stimulating others to acquire them as a necessary means of getting along or getting ahead.

I am not suggesting that our present boards cannot be good boards. The lawyers and businessmen on them possess a highly developed logic and sense of the practical which is of constant value. But a board predominantly lawyer and businessman in composition is less than half a board, because it represents less than half of the experience in the community. Labor is the other half. I make this statement not because of partisanship for labor nor even as a principle of democratic representation, but strictly out of regard for board functioning.

Consider the similarity of background among members of most boards and the practice of passing on board vacancies to personal friends. The result, willy-nilly, is a bit of social club atmosphere.

Then there are those energetic volunteers who are neglected by board and staff alike. Most of their former activities in the agency have been taken over by professionals. They are not given responsibilities on committees, although their devotion to social work is highly respected, for their very zeal makes their judgment a bit unsafe from a businessman's point of view. Moreover, they themselves are not particularly interested in questions of management. And so with not enough to do, they withdraw from active participation or drop their membership entirely. This is a great waste of tremendous potential energy and interest. The courage and zeal of these people belong in the field of public relations and social action. Labor board members and practitioners, if they were consulted, and close to board activities, might recognize this.

WHAT new forces are labor members likely to bring with them onto boards? First and most obvious is an understanding of the kind of people most of our clients are. They would bring the support of a large and aggressive portion of the community, a no small matter in program planning. Although they would have a great deal to learn from our present board members, they might have even more to teach, especially to businessmen who find social work so far outside their experience that they limit themselves to giving advice about budgeting and accounting, leaving everything else to the judgment of the executive.

Labor members would also bring the boards the benefit of experience in organization and proven ability in public relations. Their likely desire to extend social services to as many people as possible would have a definite influence on policy making. This, plus their freedom from board politics as we have known them in the past, would be a powerful force for change. So would their new set of values about administration—the likelihood that they would judge an executive on his ability to make workers feel comfortable and interested in their jobs and on his efforts to stimulate the workers' professional development and to utilize the benefits of their firsthand experience in agency planning. The time might even come when practitioners would be consulted about the selection of a new executive or supervisor, not as final arbiters but as members of the staff whose opinion is worth consulting because of their everyday experience in witnessing what professional and personal qualities are necessary for leadership in their agency.

Such a change might even benefit the executives themselves, for it would put them into a more responsible and challenging relationship to their boards and their workers. It would provide them with an obligation to learn and develop such as the worker now has by virtue of his relationship to his supervisor, and which the supervisor should also have in his relation within the agency.

ONE other thing labor members of a board are apt to bring with them is a fresh point of view about top salaries for practitioners. In most private agencies the ceiling now is around $2,400. In public agencies, it is much lower. This policy is another product of the business mind, which values management so much higher than labor. It certainly does not come from a consideration for the welfare of the profession, for its effect has been to draw off our best practitioners into supervisory and executive positions and to kill all incentive to make the practice of casework a life work. As soon as a worker after five or ten years of experience has reached the point of greatest usefulness to her agency and of greatest help to her clients, as soon as she can begin to make an original contribution to the understanding of casework practice, every temptation of salary and status is put before her to become a supervisor. The quality of all casework suffers thereby. The result can be seen in our professional literature, which is full of speculation and generalities that come out of someone else's practice and not one's own, a situation which necessarily limits the author's understanding of his subject. In a different way, the policy affects our men workers and students. Scratch them and you will see that they have the idea that they are only marking time in casework. What they expect to be doing the day after tomorrow is administration, and hence today they are not putting as much into their practice and learning as they could. Until top salaries are raised to a point where the businessmen themselves can respect the practice of casework because of the price they have to pay for it, I am afraid that our practice will not get the full benefit of what men could give to it. The supervisor gets a somewhat better deal than the practitioner, but the same process goes on with her and the same kind of loss results to the theory and practice of supervision.

When the British Medical Society reported back on the Beveridge plan, it declared that the salaries of hospital executives must not be higher than the salaries of clinicians. This is an idea that puts the proper weight on the professional value of practice and one with which labor members would feel very much at home because it corresponds to their own point of view about the dignity and value of labor.

This is a long thread to follow from one event, labor's participation in the War Chest, but the thread is there for anyone to see who is willing to see and is not afraid to look in all the directions in which it is likely to lead. Persons who place social welfare before everything else will not find it in their conscience to deny this new fructifying force arising in social planning because it happens to have one origin in labor and the other in the practitioner as member of a union.

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Neighborhood Planning and the Settlements

By MARY K. SIMKHOVITCH
Director, Greenwich House, New York
Honorary President, National Federation of Settlements

"JUST what is this place?" visitors still ask when they come to dinner at a settlement. That question has been put to us for fifty years. Though the answers have been many, they boil down to this: "A settlement is a group of people living and working in a neighborhood to find out about that neighborhood—and then do something about it."

As such, the settlement is a very tough proposition. It refuses to die. During and after the last war, there were Doubting Thomases who felt that neighborhood houses were bound to go out of business. They didn't. Again, in this war, settlement people are asking themselves searching questions: Suppose our building were bombed over night? Would that be a disaster or a release? Would the neighbors miss it or not? And if they did, what is it they would miss?

Just what, then, is the place of the settlement in the face of all the changes that have been taking place in American life? Now everything bears within it the color of its origin. Neighborhood pioneers, led by the greatest of them all, Jane Addams, realized from the beginning that daily contact is more important than books, lectures, and statistics. Their early associates were themselves deeply moved by their experiences and tended to reflect, or at any rate to reflect upon, the attitudes of the people they learned to know. There were doctors, engineers, teachers, lawyers, artists among them, and their activities were not so much based on a considered program as upon adaptations of their own skills as they plumbed the problems and richness of the life about them in our urban immigrant communities. Out of these contacts came many other movements. There is a long roster of social and civic organizations that sprang from their work in Chicago, Boston, New York, and elsewhere.

That work, in turn, was reinforced not only by first-hand observation but by district studies that date back to the early *Hull-House Maps and Papers*. Specialized investigations, leading to action, have been carried forward by many American settlements; and in recent years, Albert Kennedy, director of University Settlement (New York) and former secretary of our National Federation, has executed a number of surveys as the groundwork for programs in settlement neighborhoods. Interestingly enough, Sir William Beveridge was sub-warden of Toynbee Hall (London), the first of the settlements, when he gathered the materials for his outstanding work in 1909 on "Unemployment: A Problem of Industry." This was a forerunner to his momentous report to the War Cabinet in 1942 on Social Insurance and Allied Services.

From the first, the settlement pioneers never set up as bringers of an authoritative message. Rather theirs was an expression of faith in living men and women who—without many of the advantages (or disadvantages) of wealth, position and education—shared the common lot of work, play and love, and on whose attitudes and suffrage we have come to see the fortunes of the country depend. They were passionate democrats, these founders of the settlements. They believed in every man, in his inherent dignity, and in his possibilities. They wanted to see the practice of a more truly human life spread over the world. At one and the same time, they were both practical trench workers and scouts at the horizon lines. To them, politics meant a social program; religion, a worship which must result in loving human relationships; economics, a matter of public and national concern.

Here we have the heart of the settlement as it chimes in with these times and the freedoms we are fighting for. Here, also, glimpses of its living methods which, to my mind, equip it for a mission of neighborhood planning in the coming years.

In the quarter century between the two world wars, the settlements have continued as general practitioners while functional services have developed at public and private hands. To hospitals have been added not only clinics and dispensaries, but medical groups available to families. Public health is now seen to be a matter of income, of housing, of protection from disease and fatigue in industry, of removal of contagion, of the consumption of proper food, of the protection of good milk and water supplies, and of mental and physical hygiene. Public assistance has become a basic matter which is dependent not only on local government but is also a concern of state and nation. While social security will never take the place of help from one neighbor to another, it will lay the groundwork for freedom from the evils of unemployment and want.

Education is largely in the hands of government, though in a democracy there always will be the opportunity for privately controlled schools. Through public and private efforts, the standard of living is rising all along the line notwithstanding the existing terrors of disease, of low paid labor and bad housing conditions that flagrantly exist in both rural and urban areas.

All of these trends bring us to the social and economic structure confronted in any neighborhood today:

1. *First of all comes the home*—where children grow up, where their attitudes and basic characters are formed, and where those fundamental conflicts of order and freedom, of obedience and of participation in authority make themselves felt.

2. *In the school we find a similar dichotomy.* The relation of pupils to one another, and of the school to the community, are all in flux, but we may confidently expect that education will widen its scope to include physical fitness, mental stability, and cultural and social opportunities. Schools are the natural centers where the arts should be fostered, social groups welcomed, and skills developed, and where both pre-school and adult educational activities should find a natural home.

3. *Whatever is involved in the concept of church*—and there are certainly widely differing ideas as to its nature—its function in society is tied up with the recognition that man is not the last word, but that in God we live and move and have our being. The worth of the individual is a corollary of this recog-

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nition and it is because of this implicit dignity of man that his freedom must be held dear and his opportunities cherished. The church must then, no matter what it may say or do from time to time, be on the side of a democratic philosophy. It must always stand up for every man.

4. *In man's work we find another great social expression,* molding life whether in the factory, workshop or study. The union, the professional organization, and industrial development are determining factors for the worker.

5. *The neighborhood is itself the field in which the child grows up.* Its physical features, highways, parks and playgrounds; its housing, its cultural and industrial aspects; its schools, its markets, banks and stores; its trees and gardens are all part of the environment which help shape its inhabitants.

6. *The consumer's interest in food, housing, or play* is increasingly manifested in the creation of cooperative enterprise, that is, the meeting of social wants by people themselves.

Not only are these six groups present in every neighborhood, but combinations take place. We find local councils of social agencies, neighborhood associations of citizens and organizations, as well as special interest groups such as chambers of commerce and real estate boards. Nonetheless the neighborhood is not an isolated community. It is dependent not alone on the will of local citizens; its entire life is shot through by wider determinants. City, state, and nation are involved. Nevertheless, it is in the neighborhood that the resultant effects may be evaluated; and it is only in conscious relation to a neighborhood plan that the place of the settlement can be defined.

This seems to me fundamental, and one corollary is that activities of the settlement house itself should interplay with the joint local planning. Each organization too often tends to go under its own steam without regard to the work of the others and, as result, existing cooperation may be largely verbal and emotional, not the actual result of reasoned consideration. The settlement is the natural center for the organization of neighborhood planning, as at every turn it should serve the basic groups I have indicated. It does not ask for a primary loyalty; nor compete with the home, school, church, labor union or consumers' group. It is the neighborhood and the people of the neighborhood that come first with the settlement.

Another corollary is to avoid the evil of living up to a building. There is an unconscious desire to fill rooms and to count numbers. When one has paid the janitors, cleaners, the coal and electric light bill, the repair bills, and then added up the cost of secretarial assistance and a minimum of administrative cost, where are the funds for actual leadership in the cultural, social, and recreational features? No, a building must be kept down with a firm hand, for the settlement is never a building. As it was in the beginning, it is still a group of people finding out what is going on, and giving a helping hand to the social movements and activities which make for a more democratic society.

It is relatively easy for a settlement to become an activities center. I do not say that such centers are not useful, but they are then just another welfare agency. Settlements have a larger meaning as organizers of neighborhood coordination, and as initiators of social experiments. Their opportunity is to place a major accent on securing, through public and private action, social advances in such great fields as housing, public education, recreation, and health; as social security, public welfare, and consumer rights. In wartime, for example, only the coordinated effort of all neighborhood forces can bring to light primary needs such as child care, the prevention of delinquency, and adequate recreational facilities.

Settlement workers are keenly aware that great changes have taken place about us. Children go to high school now and to college who forty years ago left school at fourteen to go to work. Wages are higher, housing has improved, public welfare and social security are established, but the picture in urban neighborhoods and also in rural communities is far from being something to boast of. There are more broken homes than in the past with the accompanying disaster to children. Public education has been crippled at the very time when it should have been expanded. Churches have been neglectful of the social and economic fate of their members. Many employers and unions have not placed the public welfare before private interest. Cities have great obsolescent areas at their core and no plans for taxation outside that from diminishing real estate values. Consumers have not seized the great opportunities the times present for cooperative action.

Thus, stubborn evils in our national life are all pictured in our neighborhoods. Conflicts between people of differing race or religion or economic class are far from disappearing. But if we can grasp the opportunity for insight, joint action, and democratic vision that our neighborhoods present, the settlements in a modest unofficial way may serve a basically useful purpose—for realistic statesmanship must begin at the bottom.

Departments of public markets, welfare, education and health might well decentralize their efforts in cooperation with a neighborhood planning movement. In New York the Natural History Museum and the Bronx Zoological Garden have afforded precedents where private administration is supplemented by public representation on governing boards with public grants for maintenance. In a democracy there must always be room for private experimentation. Private enterprise, however, cannot be disassociated from governmental action. Public education and private schools, public recreation in parks and playgrounds as well as commercial movies, private physicians and group medicine are all in the picture of our community life. We might well, therefore, expect neighborhood planning to be an integral part of government planning while keeping the advantages of flexibility and freedom.

What I have written is simply an introduction to the recharting of the settlement's aims and functions. In a sense, there is nothing new in it. Settlements have generally had the common sense to look about them and to engage in activities not carried on by others. But the thesis I present widens the area of interest and concern which must determine its undertakings. Today the settlement finds itself in the midst of a family, not of individuals but of organizations, where it can perform a function of neighborly usefulness. Yet neither the settlement nor these organizations should ever lose sight of the individuals that make them up. Planning need not be inhuman. Everything that is planned is in the end planned for somebody.

It will not do democracy any harm to be a little more efficient and more planful, and the place to begin is the neighborhood. And the place of the settlement is to foster this neighborhood planfulness, to stick with it, to be guided by it in its choice of activities, and to promote within it a constant concern for the larger life that democracy implies.

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Welcome, Sailor!

By MADELINE DANE ROSS

Executive Secretary, Hudson Guild Neighborhood House, New York City

HOW one thousand jaunty young men in sailor suits who came from all parts of the country were taken into the neighborhood life of a lively but drab and impoverished New York neighborhood (the kind very professional social workers label "interstitial"), and how they and the neighbors seemed to benefit, is a story only a war could produce.

The tale has a prologue: Forty-eight years ago, when John Lovejoy Elliott founded Hudson Guild, a neighborhood house near the North River docks and freight railroads, he knew that decent housing was one of the most vital necessities for the tenemented district of Chelsea. For forty-five years he and the staff worked toward the goal of better housing. Shortly before his death in 1942, a New York City housing project was voted for the neighborhood and the architect's plans placed the houses around the Hudson Guild building so that the Guild would be the hub for the project's recreation, tenant organizations, and other activities.

Demolition of the tenements around the Guild was started immediately following the housing award. Then came Pearl Harbor. War priorities removed all possibility of the long sought housing for the duration. The atmosphere at the Guild was desolate. Many of its members —parents and children—had gone with the old tenements. The Guild stood alone in the middle of two large vacant blocks surrounded solely by rubble. The area looked as though it alone of all New York had suffered from a blitz.

But the land was not vacant long. First, the city leased it as a parking lot, and the Guild began to receive complaints about what "your boys are doing to our cars." Then last August the land was again leased, this time to the U. S. Coast Guard. In a few weeks a contingent of several hundred guardsmen moved into the neighborhood and began to erect an encampment. Soon many one-story gray clapboard buildings nestled up to Hudson Guild on all sides except the front, making the five-story, red brick house—unfinished on three sides where it once joined tenements—look like an indignant hen that had hatched out ducklings.*

While the barracks were under construction, the uniforms of the men acted as a magnet to the neighborhood girls of all ages. Suddenly all of them seemed to be airing their dogs! The Guild staff was not too sanguine over the prospects of the future. But somehow, as they walked down the block wearing the kind of hats social workers sometimes buy to keep up their spirits and received those impertinent, undulating yet friendly whistles from guardsmen working on the street, they agreed that at least there was life on the land instead of just broken stone.

The Guild staff believed—along with the co-directors, H. Daniel Carpenter and Olive L. Whitson—that the advent of the Coast Guard could be a boon rather than a harbinger of trouble, that they would bring to the neighborhood as much good will and beneficial relationship as they got out of it. It became apparent, too, that these servicemen could be used to highlight at least two activities of a good neighborhood house. The first is community organization; and the second, activity toward the prevention of delinquency—particularly in girls.

It may have been the assured, constructive attitude of the staff that first brought a sense of security to the conservative neighbors who, in the beginning, had been resentful and resistant to the idea that servicemen were being barracked right in the middle of their everyday life. From the reactions of many of the Chelsea mothers it seemed that many of them still cherished the illusion that any man in a sailor suit had a wife in every port and was here today and gone tomorrow.

However, the neighbors who were most upset were the adolescent boys, who knew that they could not compete with the glamor of the uniform. Their girl friends were giving them the "brush-off." These boys presented an unhappy problem, for they were a disturbed and frustrated group anyway, too young really to participate in the war effort, and yet old enough to feel keenly. To lose their girls in addition seemed like the last straw, and they set out to bedevil the servicemen as only young boys can. Only one group was elated—the girls, of course.

THE first thing the Guild did, after consultations with the Coast Guard commander, was to call a meeting of representatives of all the neighborhood organizations —schools, churches, social service and war service agencies, the businessmen's association, and the Coast Guard. These united to form the Chelsea Neighborhood Coast Guard Committee. The committee delegated subcommittees to arrange for various activities—home hospitality, weekly entertainments, religious services, physical recreation, information services, and vice repression.

At this point the Guild reviewed its own program. The house capacity and all activities were closely scanned, because the Guild had been declared "in bounds" by the Coast Guard, meaning that a guardsman "on call" had to be either in his bunk or in the Guild building. Therefore, the Guild had to make provision for handling many more people than usual every day and for longer hours. There was no wish to curtail or relinquish any of the Guild's regular program because of the Coast Guard activities, as some of the neighbors seemed to fear might be done.

Detailed schedules were worked out for the use of recreation rooms, library, gymnasium, and other facilities. Wherever Coast Guard activities could be happily combined with those of the house members, they were. The staff was careful to provide the same recreation and privileges for the neighbors as for the Coast Guard. If the servicemen saw movies, the same movies were offered to house members, at another showing if necessary. Gradually suspicion wore off and neighbors and servicemen came to know each other.

Then a meeting of all Guild members was called to ask

* See photographs on page 162.

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them what they, as neighborhood hosts and hostesses, planned to do for the servicemen while the men were in Chelsea. They responded by forming functioning committees in which every group took an active part, fathers, mothers, boys and girls. A staff member, Elizabeth Fajen, was appointed director of Coast Guard activities.

Up to this time no other war activity had caught the interest of the neighborhood, although it had its share of homes disrupted by the draft. The Guild itself had 296 members away in the armed forces. The presence of the Coast Guard provided an excellent opportunity for the mothers, wives, and sweethearts of these absent members to participate in "doing things" for servicemen. But the Coast Guard provided a likely way not only to build the morale of neighbors through gratifying service, but also to gain their interest in a community program. Here was a fine chance for joint endeavor, so necessary for a democracy and usually so difficult to achieve. The women and girls acted as hostesses, arranged parties, supervised rooms, and ran a clothes clinic for minor repairs. The men joined committees to schedule athletic events with Coast Guard and neighborhood teams; to help to make and repair furniture now being given double use; to take charge of motion picture programs in the house.

MOST helpful in breaking down neighborhood resistance were the seventeen and eighteen year old girls. Last fall a hostess course was given for those who were house members. They were taught social approach, how to get the shy boy to talk, and how to ask him to dance. They were taught to play new games—to improve those they knew; how to do other dances besides the "jitterbug," which many servicemen did not know or like.

They were given subtle hints on how to recognize and discipline emotions stirred by the war and uniforms. Emphasis was laid on the fact that the girls weren't to look for beaux among the Coast Guard men. They were to remember that their only function was to serve as hostesses—there was no past, there would be no future. Within a short time there was a perceptible change in the appearance and bearing of the girls. They took great pride in wearing their ribbon hostess badges given them on completion of the course. With attractive war service to occupy them in their own neighborhood, these girls at least are not tramping Broadway looking for excitement.

Those who finished the course (there have been three series altogether), entertain the Coast Guard on Wednesday and Friday nights with conversation, games, dancing, songs, and refreshments. Closing time is at midnight. The girls are not permitted to be escorted home by the guardsmen. They wait until the men are gone before leaving. This ruling eliminates social anxiety—a girl does not have to worry about not "rating" an escort, nor spend the evening trying to get one. These young hostesses have been having such a good time and the guardsmen have behaved so well that the Chelsea parents have come to admit that they are just like any other boys they have known.

With the idea that too little constructive thought has been given to the urges of the fifteen and sixteen year old girls, who also want a chance to do their bit in entertaining men in uniform, the staff has been considering the special problems of this group. The girls are flighty and coltish. Their attention span is short, making them much more difficult to fit into a social program requiring artful supervision. However, inasmuch as a number of these girls were hanging around the barracks managing to get attention from uniformed men one way or another, the staff felt that they should get it through the Guild, if possible, and that the doors should not be closed to them because they are "too young."

An evening program, which tied their activities in with boys of their own age, was set up. More mass entertainment was arranged (this gave them a feeling of less supervision—greater freedom, which they seem to want) roller skating parties, dances, more emphasis on games—pingpong, shuffleboard, darts, and table games. The plan provides the girls with some definite reason to come to the house where they can enjoy the feeling of being around the guardsmen. When movies were shown for the guardsmen, fifty girls and boys were invited every time. The Guild's regular Sunday night dances, which guardsmen may and do attend, are another instance of more direct yet large scale participation.

The adolescent boys have been the hardest to win over, but they are succumbing gradually because they are having a better time and the servicemen, who are really just older boys away from home, are showing a friendly interest in them. There are basketball games arranged between boys' teams and Coast Guard teams. Then the whole boys' program has been reactivated with more co-ed parties. In addition, the Sunday dances, which have been part of the regular program for the last five years, are still very popular. Attendance has to be limited to 300 boys and girls whose ages run from fourteen up.

SOME remarks of the Coast Guard themselves attest to the success of the Guild's new program. Said one, "We have come to look on the Guild as our social hall."

Another: "I like to come to Hudson Guild socials because the girls are plain. They don't put on any airs and we're on an equal footing."

Still another: "I never miss a Wednesday night dance. I come here to keep myself out of mischief and that's what my wife wants me to do. Besides, I feel so at home here—no one seems to be bossing the social activities."

Other guardsmen have agreed that Hudson Guild socials have other advantages. For instance: "It doesn't cost any money and all we have to do when we leave the party, is step out of the door into our bunks and go to sleep. It's like having our own social hall right in the middle of camp."

And this is just as the staff wished it. Perhaps national agencies have not been too realistic in the selection of hostesses for the armed forces. It is frequently forgotten that servicemen come from all kinds of neighborhoods, and the less privileged girl has had little opportunity to do her social share under organizational auspices.

The realistic patterning of the Guild's program to provide for emergent changes on the home front and its alert adaptability were probably responsible for its success in meeting the challenge presented by the sudden descent of a large new group into the neighborhood. Few could doubt there are many "plus" values for all inherent in the process of merging the Coast Guard into the neighborhood. Perhaps this article may be of some help to other community organizations confronted with similar situations. However, the writer feels it is only fair to warn that the staff members who did the work advised her that "it didn't go as easy as it wrote!"

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Here in Washington . . .

By Rilla Schroeder

WITH the National Resources Planning Board threatened with extinction, the President has asked Congress for authority to spend up to $85,000,000 in planning a program of postwar public works, in cooperation with state and local authorities.

The House, by eliminating its appropriation, had abolished the NRPB. The Senate granted it a slender two hundred thousand (may be upped to half a million) to carry on its work with the state planning boards.

The President, addressing Vice President Wallace, recalled his recommendation of two years ago that Congress give thought to a sound postwar public works program. Said the President, "If such projects are to be ready for rapid inauguration in the postwar period, the plans and specifications must be prepared during the war."

The NRPB has been working with some forty-three state planning agencies on postwar problems. In only a few, however, has the planning advanced beyond the "think" stage. Only New York has alloted funds for specifications, and so on. With his letter, the President submitted a draft of his proposed legislation. Under the proposal the federal government would be authorized to allocate at least ten million dollars to state and local planning agencies in the coming fiscal year.

A second provision of the bill would permit the President to spend up to $75,000,000 in advances to state and local governments for surveys and engineering work on projects of national significance.

In public and private debate over the National Resources Planning Board, the antis (those against NRPB and all its works) continually avow their faith in the George committee, as the proper vehicle for postwar planning.

For the record, the George committee was set by S. Res. 102 introduced in the Senate in February of this year. To date it has never held a meeting, has no secretary and no schedule. Its postwar planning, it would seem, is awaiting the postwar period. Members of the committee are Senators George, Barkley, Hayden, O'Mahoney, Pepper, Lucas, McNary, Vandenberg, Austin, and Taft.

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SENATOR BYRD'S JOINT COMMITTEE ON Reduction of Nonessential Federal Expenditures has recommended to Congress that the NYA be discontinued as of June 30, that its personnel be transferred to essential war work, and that its equipment and facilities be made available to war agencies or sold, and that its request for a new appropriation of $59,304,000 (part of the War Manpower Commission budget) be refused.

The committee holds that the NYA industrial training program duplicates or overlaps similar programs in six other government agencies as well as training for which the federal government is paying large sums to private industry. The report lists the six government agencies with the appropriations allotted each for training. The total was $202,810,051. It is impossible, says the report, to estimate the cost to the government of the training clauses written into war contracts with private industry. The total may be conjectured, however, from testimony before the committee that as much as 2 percent on some war contracts goes for training purposes. Says the report: "Compared to this, the amounts appropriated to the National Youth Administration and Office of Education (under which many of the government training programs are being conducted) dwindle into insignificance."

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CONTINUED CONGRESSIONAL SILENCE, with occasional outbursts from the irrepressibles, on the National Resources Planning Board report on social security is no indication of indifference. Congress thoroughly appreciates the political dynamite in the report and is holding its breath, hoping against hope that the principal backers of the program will continue to be too completely absorbed by the war to make a real fight on the issue.

Typical of the occasional pot shots taken at the report are the remarks of Congressman John Rankin of Mississippi, who told the House:

"If this program proposed by our so-called National Resources Planning Board were put into effect, it would wreck this Republic, wipe out the Constitution, destroy our form of government, set up a totalitarian regime, eliminate private enterprise, regiment our people indefinitely, and pile upon their backs a burden of expenditure that no nation on earth could bear."

The gentleman from Mississippi was hastily shushed by his colleagues, but his remarks indicated the line opponents of the program propose to take.

THE OFFICE OF COMMUNITY WAR Services takes over where the Office of Defense Health and Welfare Services left off. The change is chiefly in name, with Charles P. Taft continuing as director and John B. Kelly as head of the physical fitness program.

Giving the agency a new name presented an appropriate opportunity for clarifying its duties. According to this latest statement of scope and responsibilities, the Office of Community War Services, like its predecessor, is the federal agency concerned in health, medical care, welfare, recreation, education, and related services. It includes divisions for recreation, social protection, and day care for children of women in war work, services for which no peacetime federal agency has major responsibility. It also serves as the center for coordinating health and welfare services available through public and private agencies which can help communities meet wartime needs in these fields. It offers states and localities the services of health and welfare specialists to assist in planning and developing community programs. The committee on physical fitness is charged with similar duties in its own field. Working with national, state, and local organizations, it is responsible for a nationwide promotional program and for advice and assistance to communities in developing and carrying out plans to promote the interest of individuals in improving their own physical condition. Regional directors of the Social Security Board continue as regional directors for the re-named service. [See page 185.]

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A BIT OF DRAMA ENLIVENED CLOSING House debate on the anti-poll tax bill. As the pros and antis argued, with the usual name calling and cries of communist plot, a sailor climbed the gallery railing and delivered himself of a few well chosen words on the subject of poll taxes and congressional squabblings. He was hastily removed by gallery guards but not until he had gotten his point across, to wit, that the men fighting this war are disgusted with such antics.

It was a foregone conclusion that the bill would pass, as it did by a vote of 265 to 110. The House passed the same bill last Congress and sentiment, on both sides, has changed very little. It must now go to the Senate where a threat of filibuster killed it last year. Unless a few more fighting men show up in the gallery the chances are that history, threat of filibuster and all, will be repeated.

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The Common Welfare

International Planning

THE remarkable fact about the International Food Conferences held in Hot Springs, Va., late last month was not that its goal of principles had to be rephrased thirty-five times, but that a conference composed of representatives of forty-four nations was able to produce such a declaration as well as separate reports on production, distribution, and consumption in which all were agreed. This alone might be construed as a good omen for international cooperation in the future. Even more encouraging is the fact that the reports are not composed of vague clichés but of suggestions of primary steps for setting the world on the path toward the elimination of hunger.

First of these is marked expansion in agricultural production stemming from: an increased acreage of crops; improvement in farming systems and practices, credit facilities, land tenure systems and educational procedures; equitable distribution of fertilizer, insecticides, veterinary drugs; joint planning and exchange of information, services, materials, and specialists. But production, it was recognized, is meaningless unless the products reach the consumer. The distribution report stressed the need for increasing and stabilizing the purchasing power of low income consumers, nations as well as individuals. It recommended international economic collaboration, looking to a reduction of tariffs, elimination of discriminatory measures, stimulation of agriculture through industrial development, orderly management of currencies and exchanges. The consumption report emphasized the responsibility on the individual governments in improving the diets of their people, suggesting the setting up of nutritional organizations to recommend agricultural, economic and social policies.

As a means of implementing its reports, the conference recommended the establishment of a permanent international food organization with the functions of collecting and disseminating information on all aspects of the food problem, advising individual governments on possible action in relation to food production or distribution, coordinating all such moves on the international level. To plan for this it was suggested that an interim commission be established at Washington by July 15.

Equal Rights?

REWORDED, but not essentially changed, the so-called "Equal Rights Amendment" has been favorably reported by the Senate Judiciary Committee, and its proponents are pressing for an early vote.

Many individuals and organizations are opposing the measure, seeing in it a threat to hard won labor standards. With its appealing "equal rights" slogan and its sweeping provisions, the proposed amendment, if it were enacted and ratified, is seen as imperiling such safeguards for women workers as laws regulating night work, minimum wages, employment of young girls, exposure to injurious substances and processes. In risking these protections, the National Consumers League and other organizations point out, the measure would not achieve the avowed purpose of its backers. The amendment was drawn on the assumption that it would be possible to sweep aside by law the major inequalities between men and women persisting today, overlooking the fact that they are largely matters of custom and tradition, rather than of statute.

Many people see a special danger in such a proposal at this time, when various interests are eager to use the war effort as an excuse to weaken labor standards in general. Some relaxations and exemptions are being permitted today, but as temporary expedients. The "Equal Rights Amendment" would be a useful tool for those who would like to make permanent the lowered safeguards for workers being tolerated at this time only because of the wartime shortage in manpower.

Hunger

AN international conference on relief, following the recent parley on postwar food production and distribution, soon will be called, according to a State Department spokesman. The forthcoming conference will consider the immediate problem of collecting, shipping, and dividing food, medical supplies, and other essentials among the liberated peoples.

A vivid statement of problems such a gathering will confront is given in a recent well-documented report, "Starvation Over Europe," prepared by Boris Shub and published by the Institute of Jewish Affairs. This objective, factual presentation details how Germany uses food as "a powerful bludgeon for governing and dominating friend and foe alike." Under present rations per consumer unit, the report shows, Germans get 94 percent of the required calories. The proportion in other European countries is a descending one: Czechs, 84 percent; Dutch, 81; Belgians, 67; Poles (general government), 61; Norwegians, 59; French, 55; Italians, 53; Greeks, 29; Jews, 20. Germans not only have more calories, but also a better balanced ration than do those they rule. At the other end of the scale, Jews in Germany and Poland are expressly forbidden to eat poultry, game, fish, milk, fresh vegetables, dried legumes, flour, white bread, rice, fruits, sweets, coffee and tea, or their substitutes.

The report describes the results of German food policies in terms of malnutrition, mortality rates, birthrates, disease, and despair in the areas under German rule. Relief, not of need, but of starvation, appears as the major problem confronting the United Nations as rapidly as the conquered peoples are set free.

Expendable Housing

IT is becoming widely realized that to avoid some mistakes which followed the first World War, plans must be initiated now for the postwar disposition of war housing. Otherwise again there may be a residuum of ghost towns, a problem of overbuilt communities, a series of new slum areas.

On the other hand, it is important that as much as possible of the federal investment be salvaged. Where per-

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manently planned war housing can be used effectively to replace slum areas or to shelter families in communities where there is not a postwar shrinkage in population, it can become a community asset. In this connection, some inevitable questions arise. Shall such houses be sold to individuals, preference to be given to persons now living in them? Or to private investors? Or to local housing authorities? (To make the latter action possible, the Lanham act must be amended.) One fact is fortunate—that with over 80 percent of the public war housing under the jurisdiction of one agency, the Federal Public Housing Authority, the job of liquidating can be unified. Herbert Emmerich, the FPHA's commissioner, aware of the undesirability of regarding dwellings constructed for temporary use as a permanent investment recently announced:

> There will be pressure from all sides to leave the houses up. There will be some people who say that these houses, however substandard, are better than many of the houses in some communities. In my opinion, only a straightforward, unequivocal statement is possible; namely, that these houses must come down, or the federal government will have built the slum of ten years from now.

The public agency to which the whole problem is to be entrusted ultimately should be designated now, and should begin formulating a philosophy on which to base a definite program. When the time comes to act, local communities must share in making decisions. A deadline should be set for the elimination of temporary housing. Planning now—not wishful thinking—is the only way to avoid what could become a real postwar problem.

Race Relations

MARKED improvement in interracial cooperation in this country is recorded in the notable annual report of the National Urban League, prepared by its secretary, Lester B. Granger. At the same time, the report points out, wartime strains have increased interracial problems. Even with some 800,000 Negroes in the armed services, and many more in war industry, Mr. Granger reminds us that:

> Too many white Americans are still indifferent or blind toward the Negro's attempts to enter the war effort without restriction. . . . Too many employers still bar Negro workers or restrict their use; and too often labor unions make only grudging concessions to Negro applicants—or exclude them entirely from membership and employment.

In line with the Urban League's report of progress, the New York State Committee on Discrimination, in a recent survey, found that while total employment in war industry had increased only 7 percent in the state during the past year, Negro employment had increased 366 percent.

On the other side of the picture are the frequent press reports of outbreaks of racial prejudice. Conspicuous among these are the accounts of violence toward Negro soldiers by civilian police officers. In many instances, notably in the fatal shooting of Private Raymond Carr, in uniform and on duty in Alexandria, La., those responsible for the crime have not been prosecuted by local or by federal authorities.

Thurgood Marshall, counsel for the National Association for the Advancement of Colored People, commented on the Carr case:

> The majority of the Negro troops are stationed in the Deep South, in places similar to Louisiana. These troops are placed there by order of the U. S. Government. It is only reasonable that they expect the U. S. Government to protect them. There have been numerous assaults on Negro troops on buses, trains, and on the streets in most of the cities of the South. No affirmative action has been taken by the federal government to protect these soldiers.

Semi-Centennial at Henry Street

FEW celebrations have had such a setting as three thousand friends of Henry Street Settlement shared in May on the terrace of Corlears Hook Park. This juts out from a tenement neighborhood into New York's East River. To the west, the cables of two great bridges seem to snare the skyscrapers of Lower Manhattan. As backdrop, across the water, are the flares and cranes of the Brooklyn Navy Yard.

The anniversary was charged with living memories of Lillian D. Wald, founder alike of settlement and citywide visiting nurse service. The setting itself bore evidence of her vision and initiative, for she had been among the first to promote both housing reform and a park at the "Hook." The new East River drive sweeps through it today; and adjoining it stands Vladeck Houses, a public project, city and federal, for which scores of those present strove in the Thirties. There were tributes and greetings from the White House; from three governors of New York (Smith, Lehman, Dewey); Mayor La Guardia spoke in lively vein.

George W. Alger, chairman of the board, presided and with two other lifelong fellow workers rekindled adventurous years. To Leo Arnstein, commissioner of public welfare, Miss Wald was "ever moving from one worthwhile purpose to another and leaving her mark of progress"; and Rita Wallach Morgenthau, chairman of the anniversary committee, singled out her "desire to interpret and act upon social problems," her "belief in the beauty and sacredness of human life."

Beforehand, air raid wardens in white helmets, nurses in blue, servicemen and sailors, lent color to the muster of groups as they marched to the park. Afterward there was open house at the resident buildings on Henry Street, at Music School and Playhouse, which afforded opportunities for renewal of friendships by those who had known the settlement in its various stages. Abraham N. Davis was their vigorous spokesman at the celebration; while Rebecca Rokoff of the adult council portrayed the current program under the acting directorship of Franklin Harbach.

By good fortune, Helen Hall, director of the settlement throughout its fifth decade, reached New York from Australia in time to take part. She linked her neighbors on the home front with her recent experiences in developing service clubs and rest houses for the American Red Cross in the zones of the south and southwest Pacific:

> When you are close to where men are fighting and dying, you can't but wonder as you see them going to the front or back from its agony, what that something means to each one for which he gives himself. I am sure you will all agree with me that it doesn't mean dark and ugly homes, or too little milk for their children, or the haunting fear of unemployment. What they are fighting for, in these things and in things of the spirit, are just what Henry Street has been fighting for, for fifty years. And those of us who live at the settlement today, do not fight alone. Our neighbors are older in American ways, and a new generation of citizens stand shoulder to shoulder with us in building the good future for the children of Henry Street and of America.

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The Social Front

Women Workers

IMPRESSIVE increases in the employment of women in war industry are cited by Paul V. McNutt, war manpower commissioner, in a recent statement on the manpower situation. The employment of women in this country reached an all-time peak of 15,200,000 in March 1943, or 1,900,000 more than were employed in March of last year. Employment of women in non-agricultural industry, 14,300,000, accounted for 1,800,000 of the total increase, exactly balancing the loss of men during the period, and maintaining the March, 1942, employment level of 42,000,000. This large scale replacement of men by women raised the proportion of women workers in non-agricultural industry from 30 percent a year ago to 34 percent in March 1943. Total male employment declined during the twelve months by 5 percent, while employment of women went up 14 percent. These over-all increases, Mr. McNutt pointed out, blanketed a steady movement of women from jobs traditionally their own to new jobs in machine shops, aircraft plants, tank arsenals, and shipyards. In certain munitions industries, women constituted more than half the entire labor force in March of this year. The increase in the rate of employment of women has been much more rapid than the increase in total employment, according to reports from 8,000 manufacturing plants. Thus in aircraft and parts plants, total employment rose 35 percent, employment of women 184 percent; in chemical and allied products, the comparable figures are 19 and 62 percent; in iron, steel and their products, 3 and 36 percent; in shipbuilding and repairing, 43 and 164 percent.

Mr. McNutt stated that the War Manpower Commission forsees women playing an increasingly important role in the war production program. By December 1943 he estimates that one third of the female population of working age, or a total of 17,400,000 women, will be required for the production front and in the armed forces.

Cost of Living—A woman wage earner in New York State who is living in a family group needs a wage of $1,160.17 a year to maintain herself adequately and protect her health, according to the 1942 cost-of-living study made by the Division of Women in Industry and Minimum Wage of the New York State Department of Labor. A woman worker living alone requires 10 percent more than the woman in a family group, to maintain the same standard of "health and decency." The 1942 study is the sixth annual survey made under the state minimum wage law which requires that the wage boards consider the cost of adequate maintenance and protection of health in recommending minimum wages for women and minors. To provide for the payment of income taxes and the purchase of war bonds, an additional $320.19 should be added to the budget, according to this survey, raising the total to $1,480.36. Otherwise, the budget would have to be cut so drastically in other items that the standard of living set by the law would no longer be possible. Almost half the working woman's dollar is allocated to housing and food. When taxes and war bonds are added to the budget, the proportion for housing and food drops to 36 percent, while taxes and bonds account for 21 cents in each dollar. The 1942 study emphasizes current changes in price and quality, with the major increases in the cost of clothing (10.9 percent); food (9.5 percent); and clothing upkeep and personal care (9.4 percent). Housing, fuel, and light costs remained relatively stable.

Technical Training— The enrollment of women high school and college graduates in summer courses in engineering, science, management, and war training in more than a thousand communities is expected to furnish war industries with at least 100,000 trained workers this year. Dr. W. W. Charters, director of the bureau of training in the War Manpower Commission, states that 30,000 women are now enrolled for ten-to-sixteen weeks tuition free training courses, where they are learning engineering drawing, precision inspection, the chemistry of explosives, map-making and similar techniques. These ESMWT courses, as they are popularly known, are directed particularly to the college-level training needed by local industries. Summer courses are to be given, in many instances, as day courses, running six to eight hours daily. Part time courses operate outside working hours for employed persons.

Of the recent ESMWT enrollments, about 66 percent were persons employed in war industries while in training. Women with high school diplomas and mathematical aptitude are particularly desired for the courses. College trained women, and those with credits for physics or chemistry are even more acceptable. Applications are received at major colleges and universities in every state. The U. S. Office of Education will send on request a list of institutions where the courses are given both on the campus and through extension facilities.

Postwar Outlook—Alarmed at the threat of widespread layoffs of women workers in the postwar period, the women's advisory committee of the War Manpower Commission held a two-day conference in Washington last month to study postwar prospects. The committee joined in declaring that: "The government and industry must not assume that all women can be treated as the reserve group during war only, nor should those who wish to stay in the labor market be accused of taking men's jobs. The right of the individual woman to work must be recognized and provided for, just as the right of the individual man to work." The committee appointed a standing subcommittee, with Mrs. Beatrice Gould, editor of *The Ladies Home Journal* as chairman, to study the postwar outlook as it applies particularly to women. It was the sense of the meeting, however, that men and women share equally in postwar employment problems and that the "problem of women need not be considered apart from the problem of men except (1) in those cases where women's contributions are of special importance; and (2) in those cases where there is danger that women will not be given full opportunity for participation in social, intellectual and economic life."

Education

THE effect of education on the international thinking of Americans today is underscored in the report of a recent survey of opinion by the National Opinion Research Center of the University of Denver. The Center sampled "a typical miniature" of the population, with the proper proportion of rich and poor, young and old, men and women, and various minority groups. One question in this survey was: "In addition to waging the war, should the Allies start talking and preparing *now* for the kind of peace we want after the war, or should we think and plan only for winning the war, letting peace plans wait?" Of all those interviewed, the Center reports, 59 percent "think planning for peace now is worthwhile." But

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of those with college background, 77 percent favor present planning, as compared with 59 percent of those with some high school, and 19 percent of those with some grade school education, or none at all. Similar, though narrower, differences marked the replies of the three educational groups to questions on American membership in a postwar world union on a basis of equal power with Great Britain, with Russia, and with Germany. The report comments: "Apparently even a year or two of college makes a considerable difference to attitudes on questions concerning a world organization and postwar planning."

History Teaching— As an aftermath of the widely discussed *New York Times* questionnaire to test college students' knowledge of American history, the U. S. Office of Education has made an inquiry concerning the teaching of history in the public schools. The state departments of education were asked whether American history is required by law, or by state school authorities; and to outline the general practice as to grade placement and frequency of offering. Returns show that in thirty-one states the teaching of American history in the elementary grades is required by law, and in six additional states by the chief education authorities. While there is no specific requirement in the other states, all local school systems include American history. In the secondary schools, this subject is required by law in twenty-seven states, by the chief education authorities in eleven, and it is "established by practice" in all others. There is no school system in the country, according to specific questions asked in this inquiry, that does not offer American history in the elementary grades; and this is true of the secondary schools in forty-five states.

Apprentices— Combination apprenticeship and high school systems in every war production area were recommended by a five-day conference of the Apprentice Training Service of the War Manpower Commission, held in Washington in mid-May. The conference agreed that young people of sixteen and seventeen should finish their high school studies while receiving their training for war jobs. To this end, the combined program would help supply needed manpower without curtailing the education of young workers, and at the same time siphon off some of the wartime restlessness of in-school youth. To set up combined apprenticeship and high school systems, many of which already are in operation, requires, it was emphasized, close cooperation among representatives of state and federal apprenticeship agencies, employers, labor organization, and school authorities. Under these programs, hours on the job and in the high school are adjusted in accordance with requirements of employers and the schools. A system of interrelated credits, acceptable for graduation under both the school and the apprenticeship system, has to be worked out, reducing the time for graduation from both.

Teacher Shortage— The facts of the growing teacher shortage, and recommendations to the War Manpower Commission for meeting the resulting educational emergency, featured the meeting of the committee on rural education, affiliated with the American Country Life Association, in Chicago last month. The committee found that because of the teacher shortage, thirty-six states have had to grant approximately 37,000 emergency certificates in the closing school year. The committee points out that this is nine times the number issued in a normal year, and that by fall the situation will be "very much more acute." The shortage is especially serious in rural schools, due in part to the fact that the national average for rural teachers' salaries is $967 a year, as compared with $1,937 in urban areas. The committee urged that the War Manpower Commission encourage trained teachers to remain in the profession; declare teaching in rural elementary and high schools an essential occupation in which critical shortages exist; appeal to young people to prepare themselves for

"Makers of the U. S. A." is the title of this map showing the occupational contributions of some of the numerous nationality and racial strains that have gone into the making of America. The map is a part of "Fun and Festival among America's Peoples," a compilation of festival programs for recreational agencies prepared by Katherine Ferris Rohrbough. Also included are selections of games, folk songs, and recipes from many lands. Price 25 cents from the Friendship Press, 156 Fifth Avenue, New York.

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rural teaching; request women's organizations to aid in the recruitment of rural teachers; use all available channels of information to make the public aware of the situation, and of measures "that should be taken so that rural children will not be deprived of education during the coming school year."

Social Agencies and Victory Corps—In a recent meeting of high school principles in the borough of the Bronx in New York City with the group work and recreation committee of the Bronx Council for Social Welfare, procedures were worked out for relating the programs of the Victory Corps and the agencies. The conferees agreed that a high school student should be permitted to enroll in the Victory Corps if he submits a statement from an official of a certified community agency that he has agreed to give twenty hours a semester in service or training in community activities. The community service insignia will be awarded if the training or service is completed under qualified leadership. The long list of activities approved for Victory Corps credit includes: clerical work in social and war agencies; library aides; child-care training course and child-care assistance; courses in home nursing; aides in dental and medical clinics.

In Print—The thirteenth yearbook of the Institute for Education by Radio, "Education on the Air," brings together the papers and discussions of the 1942 annual radio conference sponsored by Ohio State University. Edited by Josephine H. MacLatchy, it "records the progress in theory and practice of radio broadcasting in the United States after five months of war." 310 pages. Price $1.50, from the Ohio State University Print Shop, Columbus. . . . "The Hebrew University: Its History and Development," a 137-page-yearbook, gives the background and the present broad program of a remarkable institution, outstanding for its influence on practical problems in a pioneering country. Free on request from the American Friends of the Hebrew University, 10 East 40 Street, New York.

An outstanding authority on immigration and naturalization law and practice, Marian Schibsby this month takes up the position of assistant to the commissioner of the Immigration and Naturalization Service, Department of Justice. Her new duties will include the editing of a monthly bulletin intended for civic, social, and community agencies interested in immigration and citizenship problems as well as for the officers and employes of the service. That Miss Schibsby is well qualified for this responsibility is apparent to those who are familiar with the "Interpreter Releases" which she has been editing for the past several years for the Common Council for American Unity. She brings a backlog of eighteen years experience with the council (formerly the Foreign Language Information Service)

Bachrach

MARIAN SCHIBSBY

as an aid to her additional duties of assisting the commissioner and his staff in policy formulation.

Among the States

SOCIAL action on the part of Pennsylvania social workers during the legislative session which closed last month consisted in fighting off dire threats to many an important state agency, among them the Department of Public Assistance, the Civil Service Commission, the Parole Board. For the most part the worst threats were averted and even a few improvements managed to get through.

The Department of Public Assistance, which had been threatened with dissolution, came out with only a minor scratch—a clause specifying that its powers were regulatory rather than administrative. A positive step in the eyes of most social workers was the repeal of the old Eccles law requiring certain assistance grants to be given partly in milk. Another gain was a provision enabling the department to extend its rehabilitation services for assistance recipients. Residence requirements for old age assistance were lowered to one year for applicants whose states of former residence have similar provisions.

The Civil Service Commission had a close shave, nearly having been abolished for the duration of the war. Instead, the powers and duties of the personnel director were suspended; but even this provision was counteracted by one allowing him to exercise "such powers and duties as the commission may authorize him to exercise."

Worst sufferer at the legislators' hands was the Parole Board, newly set up two years ago in a move to strengthen the parole system, and now weakened by the elimination of the position of director and the removal from civil service of the ten regional supervisors. The size of the board has been reduced from five to three members. The former requirement that each parole applicant be heard in person by a member of the board has been changed by substituting a district supervisor for the parole board member. Another change gives the State Pardon Board power to overrule decisions of refusal on the part of the Parole Board.

The legislators made a bow in recognition of the hue and cry for child care facilities by authorizing state and local defense councils to establish such centers for children whose parents are "engaged in war industries." However, no funds were forthcoming for maintenance, the $187,000 appropriated being for equipment only.

Ohio—The failure of important social legislation to get to first base in the 1943 session of the Ohio legislature, has been attributed by some observers to antagonism on the part of the legislators toward social work and social workers. Among the measures which were being backed by the Ohio Welfare Conference and which met with defeat, were bills to create a children's code, to set up county welfare departments, to prevent abuse of the marriage law.

Rhode Island—This year's session of the Rhode Island general assembly was unproductive so far as social legislation is concerned. Though several important bills concerning children were introduced, the legislators went home without passing any of them. Left hanging in the air were bills to provide a statewide Children's Court; to give the Department of Education control and supervision over nursery schools; to require supervision and licensing of day nurseries and foster day homes by the State Department of Social Welfare.

New Jersey—Before adjourning in late April for a six months recess, the New Jersey legislature took several steps affecting the welfare of children, youth, and the aged, among them: provision for the establishment under the State Department of Education of nursery schools and nurseries for children of working mothers; authorization for the

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admission of children of migrant farm laborers into the schools; the extension of the age limit of Juvenile Court jurisdiction from sixteen to eighteen; elimination of the $40 ceiling on old age assistance payments. Vetoed by the governor was a bill creating a state commission on postwar economic welfare to prepare plans to guard against a postwar depression and to examine the feasibility of public works.

North Carolina—One of the shortest legislative sessions ever experienced in North Carolina, the 1943 general assembly, managed to make several social advances. Notable among these was provision for a training school for delinquent Negro girls and the appropriation of $25,000 for its maintenance during the next biennium. For the past twenty years, the State Legislative Council has been working toward the establishment of such an institution. As no appropriation was made for a building, because of the war, the school will be established in temporary headquarters for the duration.

The legislature also asked the governor to appoint a commission to inquire into the treatment of the feebleminded at the Goldsboro State Hospital for the Insane, an institution for Negroes, which has feebleminded as well as mentally deranged patients. The hospital was given an increased appropriation of $221,000 over its appropriation for the last biennium. The two mental hospitals for whites, at Raleigh and Morgantown, received increases of $586,000 and $609,000 respectively, while the appropriation for the Caswell school for feebleminded whites represented an increase of $29,000 over the last biennium. Provisions were made for the consolidation of the boards of the three mental hospitals and the Caswell school and for the appointment of a general superintendent of mental hygiene as their joint administrator.

Other new measures make it possible for schools to extend their terms from eight to nine months, raise teachers' salaries and increase state aid to libraries.

Kansas—Among the accomplishments of the recent Kansas legislature was the establishment of a receiving home for children brought before the Juvenile Courts. The home will provide opportunity for the study of such children and for individual recommendations for treatment, though under the law the judges are not required to adhere to the recommendations of the home's staff. Although the home will be under the direction of the State Board of Social Welfare, each child will be technically a charge of the court until some disposition is made of his case.

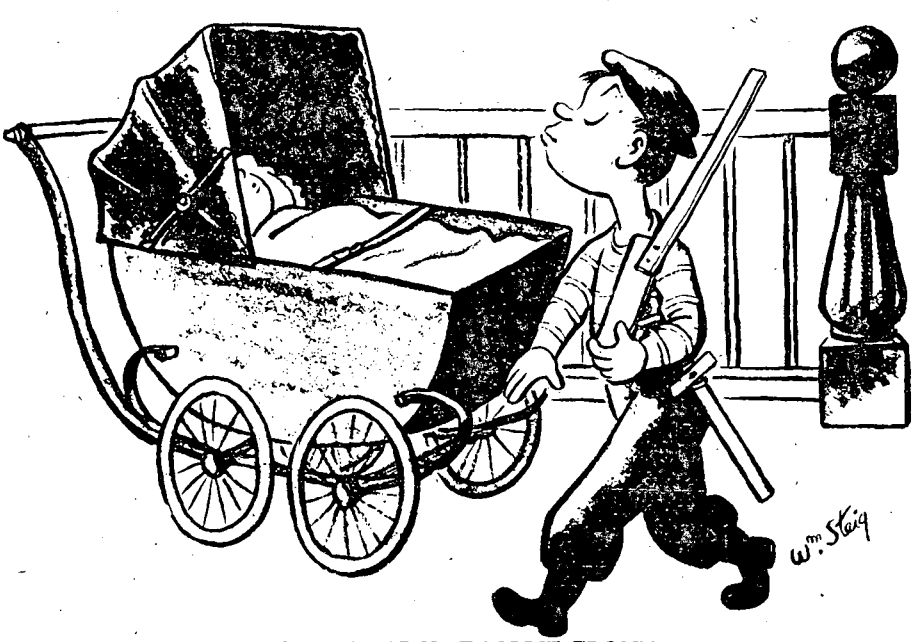
Other new Kansas laws are expected to have a salutary effect upon public health. One provides for pre-natal blood tests; another for state inspection of all municipal water supply lines; a third allows counties to pool their resources to provide full time country health services. No action was taken on a bill to require compulsory vaccination and immunization of school children.

Utah—Threats by the governor of Utah to "streamline" the public welfare program—by doing away with casework procedures, case methods, and the merit system—failed to materialize in the recent session of the state legislature. The only new laws concerning the state welfare department were measures defining the resources to be considered in computing public assistance budgets; setting up a rehabilitation service for indigent alcoholics; providing for the licensing and supervision of day nurseries. Along with the state education and health departments, the welfare department was also charged with the development of an emergency program for the day care of children of working mothers.

Indiana—Socially speaking, the recent session of the Indiana general assembly made few moves not in a backward direction. It dealt a blow to the merit system by giving the state's attorney general sole power to appoint attorneys and counselors to the State Department of Social Welfare. It lowered the age limit for commitment to the state boy's school from eighteen to seventeen. It removed Juvenile Court jurisdiction in traffic cases. It loosened child labor laws, lowering the age limit and raising the time limit. It failed to pass bills establishing trachoma clinics, providing medical rehabilitation services for parents of dependent children, extending aid to dependent children up to eighteen who are still in school. It passed a resolution asking for a two-year committee to investigate the State Department of Social Welfare, charged by some of the legislators with waste of funds, condoning immorality, and subversive propaganda.

On the other hand there were some accomplishments: a provision for medical payments to recipients of public assistance; an appropriation of a salary for a state school attendance officer (overlooked in the last two sessions); requirements for the licensing of nursing and maternity homes by the State Boards of Health and Public Welfare; authorization for cities to establish and raise taxes for venereal disease clinics.

California—Last month the California legislature increased the maximum old age assistance grant from $40 to $50, the new amounts to go into effect on July 1. At the same time, the legislators relaxed the responsibility of relatives and liberalized exemptions from resources. Thus, under the new law, recipients can possess $600 worth of personal property and $3,000 worth of



GUARDING THE HOME FRONT

In an abrupt departure from its heartbreaking photographs of former campaigns, the Greater New York Fund this year has turned to William Steig of "Small Fry" fame to illustrate the *motif* for its sixth annual campaign. With a goal of $4,500,000 — $300,000 more than was collected a year ago—the campaign opened last month with a dinner in the Hotel Astor. Within ten days one third of the goal had been reached, and the figures were 20 percent ahead of the figures for the same period last year. New York City's substitution for a community chest, the fund raises money from corporations and employe groups for some 400 private health and welfare agencies.

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real estate without affecting their grants. Married daughters without independent incomes are not required to contribute to their parents' support. A married son is expected to give only $5 from a monthly income of $235; a single son or daughter $5 from an income of $155. OAA payments are dependent on five years of residence in the state and one in the county.

Montana—New procedures for commitments to the state mental hospital and to the state training school for the mentally deficient were among the results of the 1943 session of the Montana legislature. The laws provide for a period of observation before final commitment is made to either institution and pave the way for a transfer between the two institutions of patients erroneously classified. The legislators also stipulated that official reference to the institution for the mentally ill be changed from "insane asylum" to "state hospital." They also made changes in the laws governing commitments to the state industrial school for boys, lowering the minimum period of stay before a boy is subject for parole from one year to three months, and raising the minimum age of admission from eight to twelve years. Another new measure abolished the State Commission for the Blind, transferring its services to the public welfare department.

War and Welfare

EXECUTIVE order last month eliminated the Office of Defense Health and Welfare Services which was in the Office of Emergency Management, replacing it with an Office of Community War Services in the Federal Security Agency. Paul V. McNutt who was director of the ODHWS also heads the new organization in his capacity of administrator of the security agency. Director of the OCWS is Charles P. Taft, who was assistant director of the ODHWS. In the reorganization, in reality a recognition of working relationships, the committee on physical fitness, headed by John B. Kelly and formerly a part of the ODHWS, was set up separately in the Federal Security Agency. All other committees of the ODHWS are a part of the new OCWS. (See page 178.)

Screening—Social workers in New Jersey are working with 202 local draft boards in an effort to help screen out prospective inductees who are not mentally fit for military service. The project, which now covers the state, was undertaken by the Northern New Jersey Mental Hygiene Clinics and the Monmouth County Organization for Social Service. The plan involves five steps: a social record card made out at the local draft boards for each registrant containing a notation by the examining physician regarding the registrant's mental and nervous state. The cards are forwarded to the State Department of Institutions and Agencies where they are checked through the central index for records with the state's institutions and social agencies. If no record is found on a card where the physician has indicated the need for a psychiatric study, the card is forwarded to the county coordinators (social workers officially attached to the Selective Service System) who make appropriate community studies of the registrants. These social studies are forwarded to the chief medical officers at the induction centers. The New Jersey chapter of the American Association of Social Workers helped to devise the plan.

Bibliography—As a beginning of a new "series of occasional papers" on the administration of relief abroad, the Russell Sage Foundation has issued "Foreign Relief and Rehabilitation—A Bibliography," by Sigrid Holt, librarian of the foundation's charity organization department. With the inclusion of the addenda, 366 items are listed. Price 20 cents from the foundation, 130 East 22 Street, New York.

For Seamen—In its first eight months of existence the United Seamen's Service has established twenty-eight service units for merchant seamen in various parts of the world. Among the faraway places where residential clubs, convalescent centers or reception centers are already being maintained are England, Scotland, Wales, Algiers, South Africa, Iran, India, Ceylon, Puerto Rico, Trinidad, and Hawaii. In this country, rest and recuperation centers have been opened on both coasts and the Gulf of Mexico, and medical admitting offices have been established in the main ports. In addition, recreation centers have been opened in Boston, Norfolk, Miami, Houston, Los Angeles, and Seattle.

War Services—"Financial assistance to those in need . . . is still the core of a public welfare program," says "War Services in Public Welfare," the report of the war services committee of the American Public Welfare Association. But the report goes on to point out the many new services which a public welfare department must provide in time of war. These it groups into services related to the manpower shortage, such as the supervision of day care facilities for the children of working mothers; services to civilians—emergency welfare services, civilian war assistance and others; social and protective services—social protection, evacuation, informational services. In addition, the report contends, the public welfare department must provide community leadership on defense councils, in the training and use of volunteers, in consultation with other agencies, and in interpretation of the social problems of war to the public. Reprinted from *Public Welfare*, the report is available from the association, 1313 East 60 Street, Chicago.

Group Work

INTERRACIAL camping received a big impetus in the Pittsburgh area last summer when three new programs were tried out and a fourth greatly expanded from its former experimental size. All were so successful that plans were made for their repetition this summer. The three agencies which for the first time opened their summer camps—at least for a period—to Negroes and whites at the same time were: the Girl Scouts of Allegheny County; the YMCA; the Rankin Christian Center. The YWCA, which for many years has sponsored a period of interracial camping at its camp for younger girls and Girl Reserves, last year extended the program to cover the whole season. The Brashear Association has for some time conducted an interracial camping program, as has the Epworth Woods Camp which also has an interracial staff. Reports from those camps where the programs were new last year indicate that what little trouble arose came from the parents of prospective campers rather than from among the campers themselves.

Christian Associations—Four new manuals have recently been issued by the Association Press, 347 Madison Avenue, New York:

"Partners in Victory," by E. C. Worman (price $1) a report of the YMCA policies and progress in war industry communities, describes the changes and adjustments that have had to be made by local YMCA's in war impact areas. After a general discussion of various phases of the manpower problem—absenteeism, discrimination against Negroes, overcrowded community facilities, insufficient housing, the breakdown of family life—the booklet suggests some principles for building a Y program to help cope with them. It also includes "case histories" from Y's from every part of the country showing how they have adapted their programs to the needs of new or greatly expanded industrial constituencies. Collaborating with Mr. Worman in preparation of the booklet were Louis W. Bruemmer, Earl M. Dinger, Roger H. Freund, Herbert B. Rogers, and Charles L. Wharton.

"The YMCA in Small Communi-

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ties," edited by the Town and Country and Community Manual Committee (price 60 cents) is a guide for board members, secretaries, committee members of YMCA's in small communities. In addition to the ideals and purposes of the YMCA movement, the pamphlet discusses the specific needs of young people in small communities, the kind of programs that can be developed to meet these needs, methods of getting a new Y under way, principles of good administration. The manual committee consisted of S. Ezra McCulloh, Gerald S. Patton, Edmund R. Tomb, J. V. Root.

"Introducing YMCA's to New Workers," by Parker P. Jordan and Frank O. Koehler (price $1 mimeographed) is a manual for staff reading and training, prepared especially for the orientation of the men in the more than 400 new positions and 1,000 replacements filled in the YMCA's during the past year. The manual runs the gamut of introductory information, from history, purpose, ethics, policy, program, to business management, record keeping, public relations, worldwide fellowship. The final chapter sets down three main goals for YMCA's in these times: assisting young men "to play their part as Christians in the struggle for freedom and for a world of justice, peace, and order"; sharing with the churches and with educational and governmental agencies in seeking a sound basis for world organization and in creating a public opinion favorable to it; helping through the education and motivation of youth and adults to promote understanding, justice, good will, and cooperation between men of all races, color, creed and economic distinctions.

"A New Program Book for Student Christian Associations," by Fern Babcock (price $1), published for the National Intercollegiate Christian Council, is a revision of an earlier manual. Its new material is based on the recent observations of the author, recommendations of the latest National Assembly of Christian Associations, consideration of the problems facing students since Pearl Harbor.

British Settlements— "For the present, the groups most in evidence are the adolescents, the children, and their mothers," says last year's annual report of the British Association of Residential Settlements. In London, where the blitz has come to be considered mostly as a thing of the past, many children have returned from evacuation "back to the dark, stuffy, blacked-out houses, back to the shelters and understaffed, overcrowded schools." With their time no longer completely occupied by emergency first aid work, settlements have turned to efforts of long term rehabilitation. One "has made a playground of its own ruins," while another "has organized its boys club members into a dig-for-victory squad, who are clearing away the rubble and creating gardens where once was a chaos of outhouses and sheds." Many of the port cities, however, were still suffering from raids at the time the report was prepared and their settlements were still "engaged in the service of the homeless."

Training—Next fall, the Pennsylvania School of Social Work will inaugurate a new program in social group work under the leadership of Helen U. Phillips, formerly head of social group work training at the University of Minnesota. The program, which will be closely integrated with the school's present programs in social case work, social planning and administration, and social research, will have the same prerequisites for admission. Its two-year curriculum will lead to a master's degree. Well established group work agencies in Philadelphia will cooperate in providing opportunities for field work.

In Print—"Adventuring Together," by Louise Adler, published by the Juvenile House of Juvenile Service League, 974 East 156 Street, New York (price 50 cents); describes a demonstration in co-ed cooperative camping for adolescents. It gives two main ingredients for a successful formula—a "plot of ground" and a group of youngsters willing to "pitch in." . . . "Group Work in Wartime," published by the American Association for the Study of Group Work, contains the reports of the AASGW's committees for 1941-42 and proceedings of its annual meeting for 1942 in New Orleans. Price 75 cents from the Association Press, 347 Madison Avenue, New York.

Housing and Planning

RECOGNIZING the interrelation and interdependence of their two spheres of activity, the American Society of Planning Officials and the National Association of Housing Officials met in the same city, New York, for their annual conferences, May 17 to 21. Over 800 housers and planners attended the conferences, which scheduled one day of joint meetings. Most significant was the fact that at both it was practically impossible to discover where urban planning ended and housing began; with few exceptions the provocative addresses would have been appropriate for either.

Throughout the conferences there was a recognition that city planning alone is inadequate; that unless and until the need for the planning of metropolitan areas—or even regions—is recognized and implemented by the right form of legal controls, the job at hand cannot be done. There was also a general reaffirmation of the principle that shelter, no matter how fine, unless accompanied by proper neighborhood conditions, does not spell good housing.

Emphasis, too, was placed on the warning that unless plans are made now for postwar redevelopment of urban areas, our cities will be unable to weather the competition of suburban attractions while their remaining population will be forced to live in an increasingly deteriorating environment. If the cities find themselves in such a plight, it was stressed, the whole financial set-up of the country will be seriously affected. However, speaker after speaker maintained that urban development was too colossal an undertaking for private capital alone. They argued that to meet the problem of inflated land costs, some form of public assistance must be devised.

An entire session was given over to a presentation and discussion of the Hansen-Greer plan of federal aid in city planning, which has been prepared for the Federal Reserve Bank and incorporated in the bill (S-953) recently introduced into Congress by Senator Elbert D. Thomas of Utah. Another plan to receive widespread attention was that of the Urban Land Institute, which represents the views of private industry. Both plans envisage federal credit to municipalities for land purchase, the first providing for the subsequent leasing of the land for ninety-nine years to private building companies, the other allowing outright sales to private development companies. While both were shown to have defects, the underlying principles of the extension of federal credit was accepted by most of the conferees. The immediate need of setting up planning machinery so that postwar urban redevelopment can be undertaken as soon as feasible was emphasized, along with the necessity for early adoption of a comprehensive national housing policy.

The pros and cons of the war housing program were also considered, with many local authorities maintaining that until better cooperation is worked out with local authorities the program must bog down. Representatives of NHA outlined their accomplishments and difficulties and predicted continuing progress. Wilson W. Wyatt of Louisville and A. J. Fowler of Memphis were elected presidents for 1943-1944 of ASPO and NAHO respectively. The retiring presidents are Philip H. Elwood and C. E-A. Winslow.

War Housing—Again last month, the national housing administrator, John B. Blandford, Jr., and others appeared before a congressional committee to reinforce the President's request to increase the authorization for war housing

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JOSEPH E. BECK

New director of the National Refugee Service is Joseph E. Beck, for the past nine years executive director of the Jewish Welfare Society, Philadelphia. Refugee work, however, will not be new to him, for as far back as 1933 he set up within the Philadelphia agency a service for refugees who were attempting to resettle in that city. Further back in his career, Mr. Beck was successively assistant to the director of the Associated Charities of Cleveland, Ohio, and executive secretary of the Family Welfare Association of Scranton, Pa. In his new position he succeeds Albert Abrahamson, now in the armed forces.

by an additional $400,000,000. At the hearings, the committee appeared sympathetic to the housing officials, an indication of the growing appreciation of the importance to the war effort of adequate housing for war workers.

To meet the 1943-44 needs, the National Housing Agency has plans for 330,000 additional dwellings. The construction of the 180,000 new and 80,000 conversions is to be divided about equally between private industry and the Federal Public Housing Authority. An additional 70,000 dormitory units are to be built with public funds.

Persons responsible for executing the 1943-44 program believe many obstacles which previously confronted them no longer exist. According to the administrator, "War housing has been completely integrated in the over-all war effort." Through close cooperation with the War Production Board and War Manpower Commission, NHA now has complete responsibility for the programming and occupancy of war housing. Drastic cuts have been made in the use of critical material in new housing, and NHA has secured adequate access to materials for the essential housing that must be built. Of the 1,300,000 housing units planned for 1942-43, 80 percent are completed or under construction, and the remainder scheduled for completion by the end of this year.

Postwar Housing—The National Public Housing Conference, 122 East 22 Street, New York, promises soon to have ready for distribution a platform on postwar housing. Prepared in draft form by Catherine Bauer, this report is the composite product of many collaborators who were consulted by the author. The platform deals with basic principles, objectives, and program. Among the questions it considers are the public purchase and ownership of land; the need for democratic initiation of large scale housing projects, public and private; the importance of recognizing the responsibility for providing suitable housing for families displaced by redevelopment projects. The report will outline immediate steps to implement a nationwide public and private housing program. The platform was adopted at the recent semi-annual board meeting of the NPHC.

Urban Redevelopment?—New York's city planning commission last month approved by a vote of four to one the proposed $50,000,000 medium rental housing project to be built and operated by the Metropolitan Life Insurance Company under the terms of the State Redevelopment Companies Law. The development, to be known as Stuyvesant Town, awaits final approval by the board of estimate. If the project goes through, it will replace with modern dwellings a blighted area of over sixty-one acres on the East Side, bounded south and east by Fourteenth Street and Avenue A. Its 8,000 dwellings would provide homes for approximately 25,000 persons. Its construction would mark the entry of private capital into the field of large scale urban redevelopment, long advocated by persons interested in city improvement.

Although recognizing that the application of private investment funds is indispensable to the job of slum clearance and the rebuilding of blighted areas, many qualified persons and groups are strenuously opposed to the Metropolitan project as now conceived. Since the construction is not to be begun until after the war, they insist that such an important decision must not be made in unnecessary haste.

The project's critics maintain that the plans violate many important principles of city planning. They maintain that since the Metropolitan Life Insurance Company will be accorded the power of superior eminent domain and a twenty-five year period of partial tax exemption and will be given outright the present city-owned streets within the area, the company has a special responsibility to the public to meet proper standards. That such standards will not be met is indicated by the abnormally high density proposed (445 persons to the acre), the absence of a site for a public school within the project, the lack of plans for any indoor or adequate outdoor community facilities. The plans also fail to provide for the rehousing of the families now on the site, few of whom could afford the new rentals. One organization characterized the project as proposed as " a company-owned walled town, with no publicly owned streets, park, or recreation spaces in the sixty-one acre area." The same groups are urging the city to include in the contract prohibition of discrimination against prospective tenants because of race, creed, and color. The suggestion has been made not only because there already have been indications that Negroes will be barred from the project, but also to set a precedent for future redevelopment company activities.

New Arrivals—Two new monthly housing bulletins made their debut in 1943, the one sponsored by a local, the other by a national citizen's housing organization. The first, a four-page publication, is put out by the Citizen's Housing Council of New York, 470 Fourth Avenue, New York. Each issue contains one or more signed articles of local, state, or national interest, other current news, and a bibliography. Free to members; for others 10 cents a copy.

The second, "Tomorrow's Town," a venture of the National Committee on the Housing Emergency, has an attractive two-color masthead depicting in a not too literal way a conception of tomorrow's city. Special monthly features are an original cartoon by a prominent artist and a symposium by outstanding specialists on some one pertinent topic. Land control, new materials and techniques were put under the microscope in the first two issues. Free to members. From the committee, 512 Fifth Avenue, New York.

SBLI

IN its first year of business, Savings Bank Life Insurance in Connecticut resulted in $1,178,500 of insurance in force, with $1,553,800 applied for through the eighteen mutual savings banks identified with the system. Almost 75 percent of the applications for the first year were from wage earners and their families, with the banks in the three large industrial cities of Bridgeport, New Haven and Waterbury accounting for about two thirds of the insurance written. Out of the total of 1,341 policies written, only five were allowed to lapse, or a rate of 0.5 percent.

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Of the applicants, 46 percent had no previous insurance when making application. Over 80 percent of the applications were for $1,000 or less; 10 percent for the maximum of $3,000. A supplementary report for the first three months of the current year show no death claims reported during the fifteen months the Connecticut SBLI law has been in effect.

N. Y. War Risk—The New York State SBLI system will shortly begin using a new war risk rider, based on the recommendations of a committee appointed by the National Association of Insurance Commissioners. The report of this committee established a "home area," including the forty-eight states, the District of Columbia, Canada, and Newfoundland, and recommended that no deaths be excluded if their cause arose within this area. Deaths of those in the armed forces are excluded if they occur outside the home area for any cause, or inside the area within six months after returning to it if death resulted from service. Civilian deaths resulting from war and caused outside the home area are excluded if death occurs either outside the area or within six months after returning to it. This restriction holds for two years after the issue of the policy. The New York Insurance Department has approved these provisions and recommended their use by all companies so that there may be no competition as to policy provisions in regard to war risks. A war risk rider was first adopted by the New York SBLI system on February 1942 for use on all policies issued to males of fourteen and a half years of age and over. The rider provided that if the insured died while in service, and as a result of such service in time of war, the amount payable would be restricted to the premiums paid less dividends. Under the new rider, in the event of death covered by the restrictions, the reduced benefit will be the gross premiums paid with 3 percent compound interest, plus dividend accumulations and the reserve on dividend additions, less any policy loans. All policies issued at age ten or over will contain this rider. SBLI policyholders whose policies include the previous rider may have the new one substituted on request.

People and Things

AFTER fifty-nine years of operation the woodyard of the Community Service Society of New York City was discontinued last month. Since 1884, the yard has been a source of employment for homeless men and of firewood for New Yorkers lucky enough to have fireplaces. The war brought a double reason for its demise, for few men have been applying there for work and shipments of wood have become increasingly difficult to obtain. Its closing, however, does not mean that the society has discontinued its service to the homeless. Through its Bureau for Men and Boys and its Work Relief Bureau, CSS will continue to offer direct personal service and employment to the homeless.

Purpose of the founding of the woodyard, according to the records of the Charity Organization Society, one of the parents of the CSS, was "to supply a labor test, to prove the sincerity and willingness of applicants for work, or for relief because of lack of work." To obtain permanent employment for those who had stood the test of temporary work, a labor bureau was soon started. Work that could be done in three hours was credited as a day's labor in order to allow time to search for a steady job. In 1893, Wayfarer's Lodge was established to provide model lodging facilities for homeless men, who paid the cost of food and shelter through their work at the woodyard. The lodge was discontinued with the opening of New York City's first municipal lodging house in 1898.

Job Changes— Leon Henderson, former administrator of the Office of Price Administration, announced last month that he is to become associated with the Research Institute of America, Inc., an organization set up by private industry to interpret governmental regulations to its 35,000 members. . . . The American Red Cross has named George E. Allen chairman of its newly created committee on prisoners of war. Mr. Allen, a former District of Columbia commissioner, has for the past year been serving as special assistant to the ARC's chairman, Norman H. Davis. Jesse O. Thomas, former field director for the National Urban League who has been serving in the war bonds section of the U. S. Treasury Department, joined the ARC's national headquarters staff last month as special assistant to the director of domestic operations. . . . The Jewish Welfare Federation of Detroit has granted a year's leave of absence to Isidore Sobeloff, its executive director, who has gone to New York to help organize the National War Fund for New York City. . . . Stephen Habbe, for the past two years clinical psychologist at the National Training School for Boys, Washington, D. C., has left the social work world to do research for the Life Insurance Sales Research Bureau, Hartford, Conn. . . . . The Children's Bureau of Los Angeles imported its new executive secretary, Kenneth R. Foreman all the way from Alaska where he was superintendent of child welfare services for the Department of Public Welfare. . . . Corrington Gill, erstwhile assistant commissioner of the Work Projects Administration, has been appointed director of the Committee for Congested Production Areas, to work with state and local governments on problems caused by federal agency activities in crowded areas.

Elected— Last month Natalie W. Linderholm, consultant on agency policies for the Greater New York Fund, was elected president of the American Women's Association, succeeding Ann Morgan who has been president since 1928. . . . The Florida State Conference of Social Work has elected Eunice Minton, social service director of the Florida State Welfare Board, as its president for the coming year.

Against Rackets— The "opening gun in the drive against fake charities" in New York City was fired last month by the attorney general's office, which initiated a suit to annul the charter and end the corporate existence of the East Side Free Kitchen Center, Inc. Chief "service" of the center is said to be serving about fifteen persons a free noon meal made up of unsalable vegetables and stale bread solicited from stores and bakeries in the neighborhood. According to the assistant attorney general, the corporation seems to have no bank account though evidence would indicate that large sums are collected yearly through a mail campaign. The Department of Welfare and the attorney general's office have jointly determined that the center is "not a bona fide religious organization."

ELIZABETH S. DIXON, associate professor of casework at the School of Social Service Administration, University of Chicago, died late last month. A pioneer in the theory that experience in the field should be closely integrated with classroom teaching, Miss Dixon was one of the first members of a school faculty to serve both as a classroom teacher and as a field work supervisor. The example she set in the middle Twenties in dividing her time between Chicago's United Charities and the university classroom led to the establishment of new standards of field work instruction in many other areas. A graduate of the old Chicago School of Civics and Philanthropy she began her career as caseworker with the United Charities. Later she became registrar of her *alma mater*. When that was absorbed by the new School of Social Service Administration in 1920, she went along as a university faculty member with Sophonisba Breckenridge and Edith Abbott, who has referred to her as an "able teacher with a gift of lucid exposition and a genuine sense of humor that made a whole generation of students come to her and write to her of their problems."

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Readers Write

Discrimination at St. Louis

TO THE EDITOR: I have just finished reading Kathryn Close's article on the St. Louis meeting of the National Conference of Social Work [see "St. Louis in April," *Survey Midmonthly*, May 1943], in which she stated that if any tensions arose concerning discrimination they did not come to the surface. I should like you to know of the refusal of hotels to allow Negroes to ride other than freight elevators until issue was taken with them; also of the fact that Negroes held meetings and wrote a letter of protest to the Conference because of the choice of such a city. The complacency was evident on the part of the planners, not on the part of the victims of discrimination. It was more keenly felt because of the excess amount of flag waving and shouting about democracy when one tenth of the population of this country hardly knows the meaning of the word from seeing it in actual practice. ANNE MARIE RANDOLPH
Springfield, Ill.

Thoughts on Casework

TO THE EDITOR: Before I began to study social work two years ago I used to accept the term "casework" without much question. In fact, I had it somewhat confused with baskets of groceries and ten dollar bills. It scares me to think of what might have happened had I been set at large with food and money to help "poor people," for I would have known very little about the people as individuals with potentialities to supply their own groceries and money, plus the added strength to solve their own problems.

I'm trying to think of how I felt when it began to dawn on me that my kind of casework didn't have all the essentials. I'm sure I was disturbed because, from one point of view, it is very satisfying to give freely to people and have the satisfaction that they are going to have their evening meal because of you. On the other hand, it's hard to say "no" to people even when you know you'll be pauperizing them by saying "yes." That's why one essential element in casework is the ability of the caseworker to be objective in considering the need or the problem. If his own feelings are involved in the process it becomes one sided and the client's needs are met in a hit and miss fashion.

I think I have learned by degrees that in helping the client it is impossible to impose on him what you think he needs. My early misunderstanding about this was shown in my field work. At the Juvenile Court I told a little boy that he was to come home early in the evening and to go to school regularly. To me, it meant informing him about these things so he would not get into trouble again and be brought back into the court. I overlooked the fact that maybe he didn't see any advantage in doing them—maybe actually he didn't want to change. His mother gave him credit for absolutely nothing, so he could see no value in change from that standpoint. He could see no value in change from any standpoint, so he didn't change. Casework is not just a question of interviewing a person, figuring out what he needs, and proceeding to help him fit into what the caseworker thinks he needs. The client's feeling about what he needs is the important thing, and I think consideration of it is a good starting place. Then he knows he is being accepted and the way is paved for helping him.

I'm sure now that being a caseworker is a much more vast and serious thing than I thought two years ago. I see it as a form of self-discipline applying to the caseworker as well as to the client. It involves a real acceptance of the person coming for help, a consideration of his immediate need as well as his potential growth, an evaluation of what the caseworker can offer in relation to his need, and finally the mutual working of the caseworker and the client toward the point where the client will be self-sufficient.

This year I have learned to use the word "why" as discipline in keeping away from being judgmental. When I meet a client and hear his story about his difficulties or hear somebody else's account of his difficulties, I always ask myself "why?" This reminds me that whether his behavior is normal or not, it has meaning to him and some reason lies behind it.

Even though many of my old friends maintain that all I do is "go around and talk to people," I'm not as disturbed about this attitude as I used to be. I used to feel the same way, but I'm glad to know that I was wrong, because now I see casework as an asset to any community. However, I recognize that though its success depends largely on being aware of individual differences, the fact that there are individual differences sometimes makes casework impossible. It is pointless to force casework on people who do not want it. This is true not only in the field of social work. Medical and legal advice are also pointless if people do not want to accept them.

It seems, therefore, that a good caseworker is one who is understanding and who has a fundamental interest in people. The skills she must acquire include the ability to listen objectively to the client's story of his need, and to act on that after an evaluation of him as a person in relation to his need. A STUDENT
Carnegie Institute of Technology
Pittsburgh, Pa.

IR to the Surv. Mid.

TO THE EDITOR: Has not the time come when you should insert in each issue of *The Survey Midmonthly* a glossary of abbreviations? In the January issue of the Midmonthly I find, in addition to the more widely known alphabetical names—OWI, USO, WPA, FBI, OCD, —such enigmas as WRA, APWA, ODHWS, ADC, AMA, WMC, CDVO, WPB, OPA, OPC, Gra-Y, N-Y, NAHO, FPHA, SSEU, NIB, and probably more. It is true, a diligent search sometimes (not always) reveals the meaning of these cryptic symbols on a nearby page—but I doubt that an appreciable number of your readers will have the time to look for them.

My suggestion is quite serious, though for reading facility it would obviously be better to use abbreviations that are still recognizable, such as War Reloc. Auth., Am. P. Welf. Assn., Agr. Mark. Adm., Def. Welfare Serv., Manpower Comn., C. D. Vol. Off., N. Assn. Hous. Officials. Because of the nature of its interests, *Survey Midmonthly* has a unique problem in this matter, that it must handle in a unique way.

INCONSTANT READER

EDITOR'S NOTE: Can the "inconstant reader" fail to realize that he lives in an alphabetical age? The *Survey* tries to minimize confusion by allowing the use of initials in an article only after the full title of the organization has already been mentioned.

Family Trouble

TO THE EDITOR: I have lately become acquainted with a large and very interesting family. Every one of the many children needs a friend, or several friends who understand how to help a fellow to help himself.

The mother, who still uses her maiden name, Terra Firma, has been so busy bearing children that they ran wild after their infancy. The father, John Go-Getter, has been so busy go-getting that he has seen his children only when they were in his way.

Lately, one of the oldest of the children, Italia, and her two young brothers, Germanicus and Japanicus, have attracted most attention. Because of their gangster methods, many persons say that they have reverted to barbarism. But some of us believe that they can become good neighbors *if* they are carefully re-

(Continued on page 192)

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Book Reviews

This Sick World

OUR AGE OF UNREASON, by Franz Alexander, M.D. Lippincott. 371 pp. Price $3, postpaid by Survey Associates, Inc.

THIS is a book for a psychiatrist, or a philosopher, or a thinking citizen. Its focus is our present world in its two great camps. The Unreason of its title is found in the praise of violence, and the writer does not close his eyes to any of the destructive forces in human nature. But everywhere, even in the violent, even in dictatorship, he sees the power of conscience in the rationalizations which the violent seem obliged to put forward. Self-deception is ugly, but it is a good thing that a person feels a need to cover his evil deeds—that the wicked make desperate efforts to win the approval of the queer consciences that they possess.

Psychopathology is considered in its broadest aspects and in relation to the Axis and to Democracy. Always the writer stands up for the progressive forces in human nature, in society, in the United States. Men may be prepared emotionally for a new and better world.

This book should be read widely—it is unusually fine thinking.

Philadelphia E. D. B.

LOVE AGAINST HATE, by Karl Menninger, M.D. Harcourt, Brace. 311 pp. Price $3.50, postpaid by Survey Associates, Inc.

IN his usual lucid style and with illuminating analogies, Dr. Menninger presents for the layman, physician, teacher, sociologist, economist, and educator (public, private, and religious) an extremely frank and, for the most part, easily understandable exposé of the fundamental concepts and viewpoints of psychiatry.

Of necessity the viewpoints are personalized. However, there is definite value in the author's conscious willingness to do this since it develops the terms of "constructive (love)" and "destructive (hate)" forces, which is another way of applying to present day problems and concepts the primary instincts of propagation of race and self-preservation.

He does a noteworthy job of removing psychiatry from its usual position of a "dilettante science" to a position where it is vitally important in the synthesis of intelligent attitudes towards the "problem of living" which are today chiefly in the hands of educators, religious, economic and governmental agencies. He has covered a huge amount of material and because of that has been forced to leave many assailable loopholes. At any rate, he is not pedantic.

This book with its stimulating and constructive ideas is highly recommended. Moreover, it should be considered as a "must" book for all who are interested in or engaged in formulating new ideas and laws for our fortunately ever changing world.

Philadelphia O. E. RAEZER, M.D.

THOUGHTS OF A PSYCHIATRIST ON THE WAR AND AFTER, by William A. White, M.D. Paul B. Hoeber (1919). Reprinted by the William Alanson White Psychiatric Foundation, Inc., Washington, D. C. 28 pp. Price $1.50, postpaid by Survey Associates, Inc.

THE pen of the late superintendent of St. Elizabeth's Hospital, Washington, covered a wide area in psychiatry and allied fields throughout his brilliant and progressive life. In psychiatric literature, no one has ever written with more authority. Dr. White wrote as he lectured and taught, aggressively, clearly and with great insight. This small volume, hardly longer than an essay, was significant in the first World War period, and is even more important now. In it the author discussed the psychology of conflict, the psychological causes and effects of war, individualism and socialism, and similar topics still very much alive. He dwelt on the need for special planning for the socially handicapped, with special reference to rehabilitation of ex-soldiers.

Anyone in medicine, social work, education and allied fields will find this reprint valuable.

Philadelphia LAUREN H. SMITH, M.D.

Toward Understanding

A STUDY IN PUBLIC RELATIONS, by Harold P. Levy. Russell Sage Foundation. 165 pp. Price $1, postpaid by Survey Associates, Inc.

SOMEONE who saw Mr. Levy's book in proof said, "Too bad it no longer is timely." I dissent. If there ever has been a period when better public relations were not timely for the whole welfare field I don't know about it. Now such relations are not only timely, they are urgent. The horse of "emergency" which public welfare long—too long—has ridden, has been shot out from under it. It must now stand on its own two feet, its status depending not on the emotion but on the understanding of the public that supports it. Thoughtful, continuous efforts to establish and maintain sound public relations have not distinguished this field. The current breathing spell when old pressures are relaxed and new ones not yet clearly identified, seems to hold the opportunity for building bridges to understanding which "the welfare" must have increasingly if it is not to become a Cinderella among the functions of government.

Mr. Levy's book doesn't tell you how to do all this. You'll still have to do your own thinking. What he offers "to any agency receptive to, or seeking guidance and practical help . . ." is a case study of how the Pennsylvania Department of Public Assistance handled its public relations over a period of five years, 1937-42, under a variety of political and economic circumstances. But, as Mary Swain Routzahn points out in her excellent introduction, "Readers who look for ready-made plans and easily applied techniques to solve their problems will not, of course, find the answers to their hopes in one or a dozen case studies." A combination of imagination, skill, and hard work is the key in every situation.

Mr. Levy describes in simple, concise English the organization, methods, and experience of the Pennsylvania department's Division of Public Relations. He does not evaluate strengths and weaknesses but they show up of their own weight. The important thing that emerges is the value of treating public relations as a continuous process with responsibility for leadership and direction clearly defined, even though much of the detail work may be decentralized. And, notes Mr. Levy comfortingly, "The program is comparatively inexpensive, for it depends largely on methods which do not involve any considerable expense for material." Pennsylvania, it seems, has discovered that the limited sum it can budget for public relations returns the best dividends when it is invested in brains, skill, and leadership.

Osterville, Mass. GERTRUDE SPRINGER

Desk Digest

THE LABOR RELATIONS ACT IN THE COURTS, by Herbert O. Eby. Harper. 250 pp. Price $3.50, postpaid by Survey Associates, Inc.

WHEN the National Labor Relations Board was new and while its administrators and field agents were being enjoined with bewildering monotony, the hope was frequently and fervently expressed that, after the act's constitutionality had been established by the Supreme Court, quick and friendly use of the federal courts would be made wherever the commissioners' determinations were properly questioned. We know now that the testing was generous though seldom amicable. Hundreds of cases went up on appeal.

Mr. Eby's book is an excellent compilation of pertinent excerpts from the decisions thus reached both by the Supreme Court and by the Circuit Courts of Appeals. Here, in one small volume, the author finds space for their opinions on problems of board jurisdiction, employers' right of free speech, discrimination and its suggested cure, reinstatement of strikers with or without back pay, appropriate units, refusal to bargain collectively, company unions, procedure, and a long list of others. The

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addition of brief background comment at the head of each chapter increases the summary's usefulness. The painstaking task of preparing case and citation indices, as well as a complete table of contents, merits the reader's gratitude. It was not the author's intention to dip into the decisions handed down by the courts of the states in disputes arising in intrastate industry and service, but the omission will be noted.

The book makes a valuable desk digest.

REV. JOHN P. BOLAND
Buffalo, N. Y.

Cities and the War

MUNICIPALITIES AND THE LAW IN ACTION: 1943 Edition. Proceedings of the 1943 War Conference of the National Institute of Municipal Law Officers. 611 pp. Price $7.50, postpaid by Survey Associates, Inc.

THIS volume is concerned with the impact of the war on the municipal governments of the United States. It considers every aspect of the legal effect of the war on city government. Such diverse subjects as civilian defense, new employment problems, federal and state controls, wartime housing, municipal airports, postwar planning, the effect of war on municipal finance, wartime civil liberties, and other phases of current municipal needs and activities, are discussed by men who are engaged in untangling the legal knots caused by the great and growing dislocations of wartime economy. The book should be of interest not only to the specialist in municipal affairs, but to every citizen who wishes to have a comprehensive view of the problems facing his city and an intelligent basis for evaluating the performance of his local government and proposals for its improvement. Especially valuable are the many excellent discussions of recent court decisions affecting various municipal activities.

New York L. O. ROTHSCHILD

Stuttering and Stammering

THE DEFECTIVE IN SPEECH, by Mildred Freburg Berry and Jon Eisenson. Crofts. 426 pp. Price $3, postpaid by Survey Associates, Inc.

THIS volume, written primarily as a textbook for the college student, will be useful also to teacher, social worker, parent, and even to "the typically poorly trained aunt" whom it mentions. To be sure, auntie, faced with such a sentence as "The fundamental concepts of neural integration undoubtedly are familiar to you" may feel discouraged; but if she will acquaint herself with the student's vocabulary, she will find what follows remarkably clear.

It is to be hoped that auntie will persevere, for she—and others—may be surprised to realize how great is the number of factors affecting speech. An appreciation of this is important and it is therefore gratifying to find so wide a coverage in a single volume.

The dangers of such a policy are obvious, and the authors do in fact sometimes oversimplify to the point of giving a distorted picture, as for instance in the discussion of bilingualism, and of the relationships of speech defects to reading achievement. There are some important omissions, too. Such matters will be observable to specialists in various lines, but in general the book is admirably balanced, sound and well documented.

The teacher will be pleased with the generally excellent selection of tests, although the matter of laterality tests is a notable exception. Even more useful are the varied and suggestive exercises, a splendid feature of which is the arrangement in order of articulatory proficiency.

This book should, and probably will, find a place on many desks and be frequently consulted.

CHARLOTTE C. PARDEE
Williamstown, Mass.

Complex Taxonomy

THE STATUS SYSTEM OF A MODERN COMMUNITY, by W. Lloyd Warner and Paul S. Lunt. Yale University Press. 246 pp. Price $3, postpaid by Survey Associates, Inc.

NOW that the second volume of the Yankee City series has appeared, the character of the study becomes more definite and less encouraging. This volume is intended to provide a systematic account of the social contexts of behavior in a New England community so that any given instance of social interaction can be accounted for in terms of its total constellation of social relations. But what promised to be a comprehensive analysis of an urban society has developed into a complicated series of classifications with little indication of their value for interpretation. We are introduced to "nineteen class-types of associations converted into fifty-four positions"; "twenty-four class-types of families converted into fifty positions"; "thirty-four general class-types converted into eighty-nine positions." But there is no indication that this complex taxonomy contributes notably to our understanding of the social structure of Newburyport as it actually operated.

What was a slight shortcoming in the first volume becomes a flagrant defect in the second. The authors are elliptic to the point of obscurity. They leave too much to be written in by the reader. In a volume of 201 pages, exclusive of statistical appendices, there are 82 pages of text and 119 of tabulations.

The authors are reticent about the applicability of their elaborate sets of bloodless categories. Perhaps relevant descriptive materials were lacking, inasmuch as the field work was completed before the analytical system had been formulated. There are only a few illustrations of how these concepts permit us to determine the social contexts of behavior. In general, however, there is little concern with the dynamics of situations which are summarized in the categories. And since information concerning actual behavior is not made available, we are left very much in the dark. One should like to know, for example, something of the behavior, interpersonal relations, and problems of adjustment in a family which includes both upper-upper and lower-middle class members or in a family which includes members ranging from lower-lower to upper-middle class status. These cases plainly entail an unusual degree of social mobility. How did this come about? We learn very little when the cases are identified for us as family class-types 5 and 14, respectively.

In short, we have here a taxonomy of "social positions, class-types and structures." We do not have a guide to a dynamic analysis of a modern community. Moreover, since later volumes in the series apparently are not to be devoted to class-and-positional systems, we must suppose that we now have the authors' last word on this particular aspect. If this be so, then they have sacrificed an instructive analysis of the workings of an urban community to a scaffold of concepts yet to be shown useful. It may not be too late to urge upon the authors that they take up the challenge of their own materials and, in an interpretive volume, disclose to their readers the presumed value of their logical multiplication of categories. A six-volume report should not leave the inevitable "so what?" unanswered.

ROBERT K. MERTON
Columbia University

Psychiatry on the Campus

MENTAL HEALTH IN COLLEGE, by Clements C. Fry, M.D., with collaboration of Edna G. Rostow. Commonwealth Fund, 365 pp. Price $2, postpaid by Survey Associates, Inc.

DR. FRY and Yale University are to be congratulated on producing so thorough and so realistic a presentation of the case material seen by the psychiatrist in the University Department of Health over a period of years. One does not have to go back many years in their reading to realize what poor stuff was presented in relation to nervous and mental difficulties occurring during the educational program. We used to talk about the nervous breakdowns resulting from "overwork." We used to be satisfied with terms like "exhaustion states" and of failing examinations because of "nervousness." Now we have presented to us a wealth of case material in which the many and varied problems disturbing the individual student are carefully studied and constructively presented.

Among the four parts into which this book is divided, I would like to single out for commendation the section on Family Relationships. It points out with great clarity the serious effects upon students

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WORKERS WANTED

Wanted by the Catholic Welfare Bureau, Archdiocese of San Antonio (San Antonio, Texas) one family case worker, graduate of an accredited Graduate School of Social Work or with a Certificate from an Accredited School, and preferably with some experience with accredited family agency; also one children's case worker with similar training and with experience in child placing and foster family home-finding. Travel expenses to San Antonio, state what salary.

Wanted—Two trained Catholic social workers for family and child welfare case work, salary $1,620.00 to $2,040.00. Apply Catholic Charities of Omaha, 418 North 25th Street, Omaha, Nebraska.

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of emotional dependence upon the family, and the need for understanding in the educational procedure of the value of emotional maturity and independence. The section on Sexual Growth, Behavior, and Attitudes is done with commendable frankness and should bring strongly before the medical profession and our educators the importance of a well integrated educational program dealing with the important part such growth and understanding have upon human beings' mental stability.

We wish that the book had not ended upon the rather depressing note of the occasional suicide, but would rather have seen Dr. Fry close by telling us what this whole program has meant to the enrichment of life not only during student days but in the years ahead of the student.

In reading this book it becomes obvious that the college psychiatrist can rarely have the time for detailed study of the unconscious. I did not once come across the word unconscious in the whole volume; but that extraordinarily satisfactory results have been obtained in briefer forms of psychotherapy is apparent to one who reads the book carefully, and especially to some of us who have been closely in touch with this important contribution to health in our educational institutions. It should have a very wide reading by medical men, educators, and parents. ARTHUR H. RUGGLES, M.D.
Butler Hospital, Providence, R. I.

READERS WRITE

(Continued from page 189)

educated under close supervision until ready for probation.

Of all this family, I have known young Sam best. He is commonly called Uncle Sam, perhaps because he has many nephews and nieces about him. He has worked hard, and usually has done well in other ways, to set a good example to his young admirers. He is beginning to realize that it pays to think of the other fellow as well as himself.

Sam and his older sister Britannia have for some time worked and played together. They have even begun to pull down the walls which they had built between their gardens. Big brother Russia, once thought to be the worst of all, has now proved that he can do some things wonderfully well. And China, the oldest of the sisters, has shown that she is not too old to learn new ways.

As I look "into the future," I see all these brothers and sisters begin to appreciate one another's differences and their special abilities. Terra Firma asks us all to cooperate to help them and to give her peace in her old age.

Tucson, Ariz. HAROLD K. ESTABROOK

Directory of Social Organizations (cont.)

Health

NATIONAL JEWISH HOSPITAL AT DENVER, 3800 East Colfax Ave., Denver, Colorado, Samuel Schaefer, Executive Secretary, Chas. J. Kaufman, M.D., Medical Director, Free, non-sectarian for needy tuberculous adults and children (kosher dietary). Maintains children's preventorium. Medical, educational, vocational, occupational, psychological, psychiatric and social services. Esther Cohen, director of Social Service and Vocational Therapy. Applications, New York area: 19 West 44th St., Philip Houtz, director; Philadelphia area: 1103 Widener Building, Harold Greenspun, director; Chicago area: 30 North La Salle St. Other applications through local Jewish Federation and Welfare Funds or direct to Hospital.

NATIONAL ORGANIZATION FOR PUBLIC HEALTH NURSING—1790 Broadway at 58th St., New York. Ruth Houlton, R.N., Gen. Dir. Advisory Service, statistics, monthly magazine, Public Health Nursing.

NATIONAL TUBERCULOSIS ASSOCIATION—1790 Broadway, at 58th St., New York, Dr. Kendall Emerson, managing director. Pamphlets of methods and program for the prevention of tuberculosis. Publications sold and distributed through state associations in every state. American Review of Tuberculosis, medical journal, $8.00 a year; and Monthly Bulletin, house organ, free.

PLANNED PARENTHOOD FEDERATION OF AMERICA, INC. (formerly Birth Control Federation of America)—A clearing house cooperating with social workers in referring mothers to medically directed birth control clinics in 42 states, including 20 centers in Greater New York. In areas lacking centers, qualified physicians are available. Phone or write: 501 Madison Avenue, New York City. WIckersham 2-8600. Honorary Chairman, Margaret Sanger. President, Richard N. Pierson, M.D.; National Director, D. Kenneth Rose; Medical Director, Claude C. Pierce, M.D.

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Racial Adjustment

NATIONAL URBAN LEAGUE, INC., with its 44 branches improves social conditions of Negroes seeking "no alms, but opportunity" for them. Secures and trains social workers. Investigates conditions of city life as bases for practical work. Publishes OPPORTUNITY, Journal of Negro Life. Solicits gifts. 1133 Broadway, New York, N. Y.

Recreation

NATIONAL RECREATION ASSOCIATION—315 Fourth Ave., New York City. To bring to everybody in America, young or old, an opportunity to find the best and most satisfying recreational use of leisure time through participation in music, drama, sports and games, arts and crafts, nature activities; and to help secure adequate playground, recreation centers, swimming pools, beaches, athletic field and other recreational facilities.

Social Work Personnel

SOCIAL WORK VOCATIONAL BUREAU, 122 East 22nd Street, New York City. National placement and counselling service in case work fields. Membership organization for social workers and agencies. No placement fee. Louise C. Odencrantz, Director.

?
Is your organization listed in the Survey's Directory of Social Agencies? If not— why not?

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DIRECTORY OF SOCIAL ORGANIZATIONS

Child Welfare

BERKSHIRE INDUSTRIAL FARM, Canaan, New York. A national, non-denominational farm school for problem boys. Boys between 12 and 14 received through private surrender or court commitment. Supported by agreed payments from parents or other responsible persons, in addition to voluntary contributions. For further information address Mr. Byron D. Paddon, Superintendent, or the New York Office at 101 Park Ave. Tel.: Lex. 2-3147.

BOYS' ATHLETIC LEAGUE, INC., 70 Fifth Avenue, New York City. Coordinates the athletic work of 100 Boys' Clubs, Settlement Houses and Community Centers in Greater New York. Gustavus T. Kirby, Honorary President; Edward P. F. Eagan, President; Edson K. Green, Treasurer; Willard L. Kauth, Director. Sponsors the Benjamin Harrison Recreation Center, 657 Tenth Avenue, the Theodore Roosevelt Recreation Center, 698 Tenth Avenue, the Lincoln Recreation Center, 235 West 113 Street, the Forty-Ninth Street Craft Shop, 424 West 49 Street, the Tot Lot, 422 West Forty-Ninth Street, Camp Sebago and Camp Wakonda in the Interstate Park.

BOYS CLUBS OF AMERICA, INC., 381 Fourth Avenue, N.Y.C.—David W. Armstrong, Exec. Dir. A national organization. Serves member Clubs in programs, activities, methods, financing. Organizes new Clubs. BoysCluBs prepare boys for responsibilities of citizenship. Activities include recreation, physical and health training, vocational training and guidance, and character building under leadership. Work with boys from low income areas.

BOY SCOUTS OF AMERICA, 2 Park Ave., N.Y.C. Inc. in 1910 & chartered by Congress in 1916 to develop character in boys & train them in citizenship. Programs: Cubbing, boys 9-11; Scouting, 12 and older; Senior Scouting, 15 years and older, available locally through sponsorship by schools, churches, fraternal orders, civic groups, etc. Walter W. Head, Pres., James E. West, Chief Scout Executive.

CHILD WELFARE LEAGUE OF AMERICA—130 E. 22nd Street, New York City. A league of children's agencies and institutions to secure improved standards and methods in their various fields of work. It also cooperates with other children's agencies, cities, states, churches, fraternal orders and other civic groups to work out worthwhile results in phase of child welfare in which they are interested.

GIRL SCOUTS—155 East 44th Street, New York, N. Y. A non-sectarian, character-building organization, training girls to be responsible citizens and resourceful people. Democratically run troop activities provide opportunities for war work, community service, hobbies, outdoor living. Program adapted to Brownie Scouts (7-10), Girl Scouts (10-15), Senior Girl Scouts (15-18) functions through volunteer leaders and committees that supervise and promote Girl Scouting locally.

THE NATIONAL SOCIETY FOR CRIPPLED CHILDREN OF THE U.S.A., INC., Elyria, Ohio. E. W. Palmer, Kingsport, Tenn., President; E. Jay Howenstine, Executive Secretary. Promotes organization of national, state, provincial and local societies for crippled children. Aids in development of their programs. Assists in drafting and securing the passage of legislation in behalf of cripples. Maintains a Bureau of Information with loan library service. Conducts yearly an Easter Crippled Children Seal Campaign. Bulletins. "The Crippled Child" magazine, bimonthly, $1 a year.

THE SAVE THE CHILDREN FEDERATION, INC., 1 Madison Avenue, New York, founded in 1932 for relief, guidance, and welfare of underprivileged children in neglected areas in this and other countries on non-sectarian and non-racial principles. Organization is working in the United States through local County and Community Committees, and rural social welfare workers, and overseas through affiliations with well established welfare groups. Invites interest and cooperation. Literature on request.

Community Chests

COMMUNITY CHESTS AND COUNCILS, INC., 155 East 44th Street, New York. Information and consultation about cooperative planning and financing of social work through chests and councils of social agencies.

Education

NATIONAL WOMAN'S CHRISTIAN TEMPERANCE UNION, 1730 Chicago Avenue, Evanston, Ill., organized in every state, with 10,000 local auxiliaries, presents a program of alcohol education and Christian Citizenship, with which every interested person is invited to assist. Total abstinence from alcoholic beverages and dues of $1.00 per year are the basis of membership.

Family Living

ASSOCIATION FOR FAMILY LIVING, THE. Resource in child guidance, marriage and family relations. Speakers, counseling, library and materials in youth and parent education. 220 S. State St., Chicago.

THE AMERICAN INSTITUTE OF FAMILY RELATIONS (inc. 1930), directed by Paul Popenoe. Public education, personal service, research. Write for list of publications. 607 S. Hill St., Los Angeles, Calif.

Blind

AMERICAN FOUNDATION FOR THE BLIND, INC.—15 West 16th Street, New York. A national organization conducting research and field service. Library. Mechanical appliances for the blind. M. C. Migel, President; Robert B. Irwin, Executive Director.

Foundations

RUSSELL SAGE FOUNDATION—For the Improvement of Living Conditions—Shelby M. Harrison, General Director; 130 E. 22nd St., New York. Departments: Arts and Social Work, Charity Organizations, Consumer Credit Studies, Industrial Studies, Library, Social Work Interpretation, Social Work Year Book, Statistics, Surveys. The publications of the Russell Sage Foundation offer to the public in practical and inexpensive form some of the most important results of its work. Catalogue sent upon request.

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THE OSBORNE ASSOCIATION, INC., 114 East 30th Street, New York, N. Y. Telephone CAledonia 5-9720-9721. Activities:—Collects information about correctional institutions and works to improve correctional methods and standards. Aids released prisoners in their problems of readjustment by securing employment and giving such other assistance as they may require. Austin H. MacCormick, Exec. Dir.

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LEAGUE FOR INDUSTRIAL DEMOCRACY—Promotes a better understanding of problems of democracy in industry through its pamphlet, research and lecture services and organization of college and city groups. Executive Director, Harry W. Laidler, 112 East 19th Street, New York City.

National Conference

NATIONAL CONFERENCE OF SOCIAL WORK—Fred K. Hoehler, President, Chicago; Howard R. Knight, Secretary, 82 N. High St., Columbus, Ohio. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting and issues a quarterly Bulletin. The seventieth annual convention of the Conference will be held in the form of three regional meetings scheduled as follows: New York City, March 8-12; St. Louis, Mo., April 12-16; Cleveland, Ohio, May 24-28. Proceedings are sent free of charge to all members upon payment of a membership fee of $5.

National Red Cross

THE AMERICAN RED CROSS—Administered through National Headquarters in Washington, D. C., and four Branch Offices in San Francisco, St. Louis, Alexandria, Va., and New York City. There are 3742 local Chapters organized mostly on a county basis. Services of the Red Cross are: Disaster Relief, First Aid, Water Safety and Accident Prevention. Junior Red Cross, Medical and Health Services, Nursing Service, Services to the Armed Forces, and Volunteer Special Services.

Religious Organizations

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JEWISH WELFARE BOARD, 220 Fifth Avenue, New York City. Frank L. Weil, President; Carl M. Loeb, Jr., Treasurer; Joseph Rosenzweig, Secretary; Louis Kraft, Executive Director. A national agency serving as parent body for Jewish Community Centers, YMHAs, etc., and providing welfare, religious and social activities for soldiers and sailors and other members of defense forces. A member of the United Service Organizations.

NATIONAL BOARD, YOUNG WOMEN'S CHRISTIAN ASSOCIATIONS, 600 Lexington Ave., New York City. An international Christian woman movement devoted to service for women and girls and the attempt to help build a society in which the abundant life is possible for every individual.

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NATIONAL COUNCIL OF YOUNG MEN'S CHRISTIAN ASSOCIATIONS—347 Madison Ave., New York City. 1187 local Associations federated for Christian leadership and citizenship training among young men and boys.

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Professional Education for Social Work

For positions of responsibility in social work, professional education is essential. The following schools constitute the membership of the American Association of Schools of Social Work. Schools offering a curriculum of one year are indicated by *. Schools not so marked offer two years or more. Correspondence with individual schools is recommended. For information regarding the Association address the Secretary, Miss Leona Massoth, University of Pittsburgh.

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Forrester B. Washington, *Director*

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Rev. Walter McGuinn, S.J., *Dean*

BOSTON UNIVERSITY, SCHOOL OF SOCIAL WORK
84 Exeter St., Boston, Mass.
Richard K. Conant, *Dean*

BRYN MAWR COLLEGE, Bryn Mawr, Pa.
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University Campus, and 25 Niagara Square
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CARNEGIE INSTITUTE OF TECHNOLOGY
Department of Social Work, Pittsburgh, Pa.
Mary Clarke Burnett, *Head of Department*

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School of Social Service Administration
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School of Social Work
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134 East 39th Street, New York, N. Y.
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THE SCHOOL OF SOCIAL WORK OF THE UNIVERSITY OF HAWAII, Honolulu, Hawaii.
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*LOUISIANA STATE UNIVERSITY, Baton Rouge, La.
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John J. Cronin, *Director*

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28 North Franklin Street, Chicago, Ill.
Roman L. Haremski, *Acting Dean*

UNIVERSITY OF MICHIGAN, Curriculum in Social Work, 60 Farnsworth Ave., Detroit, Michigan
Robert W. Kelso, *Director*

UNIVERSITY OF MINNESOTA, Minneapolis, Minn.
Graduate Course in Social Work
Gertrude Vaile, *Associate Director*

THE MONTREAL SCHOOL OF SOCIAL WORK
3600 University St., Montreal, Canada
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